

1959

# GRAND JURY REPORTS



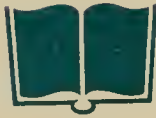
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of the  
CITY AND COUNTY OF SAN FRANCISCO

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J. BUDD McMANIGAL, Foreman  
PAUL M. LeBARON, Secretary  
- - -

JOHN P. ANDERSEN	CHARLES E. MORAGHAN
MARTIN P. BASTIANI	DR. S. BARRE PAUL
MISS MILDRED J. BELL	JOSEPH H. REISS
ATTILIO CHIAPPARI	THOMAS E. ROCK
JOSEPH W. HERBERT	JOHN J. ROWAN
MRS. ESTHER HOLLST	GEORGE H. SCHOMER
WILLIAM G. MENARY, SR.	ARTHUR F. SIDEMAN
JAMES B. MOFFET	HAROLD W. STELLING

JOSEPH J. TYNAN

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Impaneled    January 8, 1959

Discharged   January 7, 1960

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David F. Supple  
Consultant-Statistician

*Steffen*

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## C O M M I T T E E S

J. Budd McManigal, Foreman. Paul M. Le Baron, Secretary.  
(Ex-officio members of all committees)

-o-o-o-

1. Mayor  
Dr. S. Barre Paul, Chairman  
Joseph J. Tynan  
Miss Mildred Bell
2. Chief Administrative Officer  
John J. Rowan, Chairman  
Attilio Chiappari  
Martin P. Bastiani
3. Controller, Treasurer, Purchaser, Retirement Board, Finance and Records  
Wm. G. Menary, Sr., Chairman  
John J. Rowan  
Joseph H. Reiss
4. Assessor, Tax Collector, Sales Tax  
Harold W. Stelling, Chairman  
John J. Rowan  
George H. Schomer
5. County Clerk, Recorder-Registrar, Public Administrator  
Joseph W. Herbert, Chairman  
Mrs. Esther Hollst  
George H. Schomer
6. District Attorney, City Attorney, Public Defender  
Charles E. Moraghan, Chairman  
Arthur F. Sideman  
Harold W. Stelling
7. Superior and Municipal Courts, Adult Probation  
Mrs. Esther Hollst, Chairman  
Attilio Chiappari  
Joseph H. Reiss
8. Police Department, Coroner  
Thomas E. Rock, Chairman  
William G. Menary, Sr.  
James B. Moffet
9. Fire Dept., Dept. Electricity  
John P. Andersen, Chairman  
Joseph J. Tynan  
Joseph W. Herbert
10. Health Dept., Hospitals, Laguna Honda Home, Hassler Health Farm  
Dr. S. Barre Paul, Chairman  
Miss Mildred Bell  
Martin P. Bastiani
11. Education, Schools, Libraries  
Miss Mildred Bell, Chairman  
Dr. S. Barre Paul  
William G. Menary, Sr.
12. Juvenile Department  
Wm. G. Menary, Sr., Chairman  
Joseph W. Herbert  
Mrs. Esther Hollst
13. Public Utilities  
Charles E. Moraghan, Chairman  
Arthur F. Sideman  
Dr. S. Barre Paul
14. Public Works  
Harold W. Stelling, Chairman  
John P. Andersen  
Joseph H. Reiss
15. Sheriff, Board of Supervisors  
Arthur F. Sideman, Chairman  
Thomas E. Rock  
John P. Andersen
16. Civil Service, City Planning, Welfare, Art Commission, Legion of Honor, Permit Appeals, Other Commissions  
Attilio Chiappari, Chairman  
Charles E. Moraghan  
Mrs. Esther Hollst
17. Traffic, Parking Authority  
Joseph H. Reiss, Chairman  
Arthur F. Sideman  
Joseph J. Tynan
18. Recreation-Parks, Real Estate, Weights and Measures  
James B. Moffet, Chairman  
Joseph W. Herbert  
Thomas E. Rock
19. Housing Authority  
Joseph J. Tynan, Chairman  
Charles E. Moraghan  
Martin P. Bastiani
20. Redevelopment Agency  
George H. Schomer, Chairman  
Thomas E. Rock  
Attilio Chiappari
21. Narcotics  
Martin P. Bastiani, Chairman  
James B. Moffet  
John P. Andersen

RECORDS

OFFICE OF THE SECRETARY OF THE ARMY  
WASHINGTON, D. C.

1. The following is a list of the records of the Office of the Secretary of the Army, which are now in the possession of the National Archives and Records Administration, and which are being transferred to the National Archives and Records Administration for permanent preservation.

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GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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December 31, 1959

Honorable Edward M. Molkenbuhr  
Presiding Judge of the Superior Court  
City and County of San Francisco

Sir:

The 1959 Grand Jury has now completed its term of service to the City and County of San Francisco, and each of us is grateful for the opportunity afforded us to serve our City and County. Personally, I am deeply appreciative of the confidence extended to me on my appointment as Foreman and I hope I have justified that confidence. I have striven sincerely to do so.

Our work as members of the Grand Jury has been a pleasure and an education. In introducing us to our duties, you provided us with clear and concise instructions as to our fundamental responsibilities and objectives. We have valued your sound judgment and your patience and courtesies whenever occasion arose to consult with you. With your spirit of friendly cooperation during our term of office, we could only respond wholeheartedly to the performance of the duties imposed on us. We are proud to state that in doing so we were at no time subjected to political pressure from any direction and rigidly abstained from permitting any matter of politics to consume the attention of our membership.

During the year we held 137 meetings, regular and special. Our attendance record was over 92% - a record in which we take real pride.

As you are aware, there are 21 committees of the Grand Jury, each consisting of a chairman and two other jurors. These committees were thorough and put in many hours on their investigations and reports. I feel that the entire Jury should be commended by me as Foreman for a job well done.

All of the attached committee final reports were submitted by the respective committees in writing and read to the Grand Jury at regular meetings. After discussion, these reports were approved and adopted by the Grand Jury.

A primary obligation of the Grand Jury is to conduct hearings of complaints of alleged criminal acts as submitted for consideration by the District Attorney's office, and where sufficient supporting evidence has appeared to be present to warrant voting an indictment, such action has been taken.

During our term the District Attorney's office presented approximately 130 cases to the Grand Jury, and in these cases we returned approximately 375 indictments. We are confident that as these cases are tried in court, the action of your Grand Jury will be shown to have been well considered even where convictions do not follow. Nine cases involving twelve defendants were presented to us on which the Jury did not return indictments.





We have determined District Attorney Thomas C. Lynch to be a splendid example of the best to be had in a public official of major importance. We wish especially to commend him and those of his staff who were assigned to work with the Grand Jury. We found particular satisfaction in working with the Chief Deputy District Attorney, Norman C. Elkington, until his appointment to the Superior Court bench in August, with his successor Francis C. Mayer, and with Assistant District Attorney Walter Giubbini.

In order to combat the obvious increase in narcotic traffic, the Grand Jury on March 16, 1959 recommended to both houses of the Legislature the passage of Senate Bills Nos. 523, 728, 524 and 1197. These Bills provided generally for alteration of present search and seizure laws to give law enforcement officers wider latitude in making arrests. We feel that the penalties provided for in the narcotic laws are not excessive and that most cases of this kind should, upon conviction, receive the maximum permissible sentence.

Consideration of interim reports prompted the Grand Jury to present to the Finance Committee of the Board of Supervisors the need for installing the equipment necessary for the use of Nalline, as well as provision for funds to recondition the Municipal Railway car barn at Geary Boulevard and Presidio Avenue for the storage of the city's voting machines and for funds to install a meter testing tank for use of the Weights and Measures Department. The Finance Committee allotted the funds. The Narcotic Bureau started using Nalline on July 15, 1959 and has made over 500 tests with gratifying results. The car barn was reconverted, and following the election the voting machines were stored in this safe and fireproof building. This arrangement will, we feel, result in substantial savings to the City and County. San Francisco is the only county in the State of California unable to perform required metering inspections. Therefore, we trust that the Weights and Measures Department will have and operate the meter testing tank in the near future.

The Grand Jury recommends that a Court House be built to house the Superior and Municipal Courts. San Francisco is one of the few counties in the entire United States that does not have its own Court House. The present courtrooms in the City Hall are inadequate, and do not provide suitable facilities for trial juries, conference rooms for lawyers and their clients, and other necessary facilities.

If a Court House were built, the City Hall could be remodeled at relatively low cost to serve as an Administrative Office building and to house many other branches of the City Government that now are located in rented premises.

The Grand Jury conferred with District Attorney Thomas C. Lynch on numerous occasions, and with Ronald Born, Public Welfare Director, in regard to the Aid to Needy Children relief program. It is our recommendation that residence and general requirements for Aid to Needy Children be made much more stringent. The



expenditures in California have increased from \$27 Million to \$122 Million since 1949.

As recited above, the Grand Jury devoted a great deal of time to the hearing of complaints of criminal acts. Chief Thomas Cahill and Deputy Chief Al Welder were most helpful when consulted and cooperative in all respects. They have our strong commendation. We also commend the Police Inspectors, Officers, and Crime Laboratory men who appeared before us, for outstanding work. The Police Department in its entirety is to be complimented on the reduction of the crime rate for eleven straight months.

All the departments that the Grand Jury visited appear to be under excellent supervision. While it is not the opinion of this Grand Jury that the acme of perfection has been attained, we individually and collectively are thankful that we found so little to criticize in our city's operation.

The following is a partial list of our visitations made in order to familiarize ourselves with various government departments:

Mayor	Chief Administrative Officer
Treasurer	Tax Collector
Assessor	Public Administrator
District Attorney	City Attorney
Superior and Municipal Courts	Police Department
Fire Department	Health Department, Hospital
Board of Education	and Laguna Honda Home
Libraries	Juvenile Department
Log Cabin Ranch	Public Works
Sheriff	Board of Supervisors
Civil Service	Traffic
Park and Recreation Department	Real Estate
Weights and Measures	
Public Utilities Services:	S. F. International Airport
	Municipal Railway
	S. F. Water Department
	Hetch Hetchy Water Supply
	and Power
Deuel Vocational Institution	San Quentin Prison
Housing Authority	- Parking Authority

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In conclusion, I cannot speak too highly of the caliber of the people comprising the 1959 Grand Jury. It is difficult to single out certain individuals as outstanding in their contribution to the work of the Grand Jury, as every member has conscientiously rendered excellent service, but I cannot refrain from mentioning the fine performance of our most able secretary, Paul M. Le Baron, and the constant evidence of sincerity he demonstrated.

Once again, we of the Grand Jury express our thanks for the privilege of being associated with you throughout the year 1959 and the members of your Court - Joseph M. Cummins, Jury Commissioner;



Maurice Cronin, Clerk to the presiding Judge; Art Silven, Court Reporter; Frank McGloin, Bailiff, and the Grand Jury's right arm David F. Supple, Consultant-Statistician.

Finally, may I urge any citizen who is privileged through nomination and selection to be a member of a future Grand Jury to accept the appointment not only as a civic duty, but also, I can promise, as an experience which will prove interesting, enlightening, and rewarding.

Respectfully,

J. BUDD McMANIGAL, Foreman  
Grand Jury of 1959



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## CONTROLLER

The major responsibility of the Controller is to safeguard the money budgeted in the various appropriations in accordance with the plan approved by the Mayor and the Board of Supervisors in passing on the official requests for funds, both in the original budget estimates and in supplemental appropriation requests as filed by all departments of the City government. The Controller also has full financial control of redemption of maturing bonds; interest payments due on all outstanding bond issues; and meeting all requirements for the sale of bonds as needed to meet the requirements of the departments concerned in completing authorized projects.

Bonds sold during 1958-59 totalled \$31,025,000. Sales as of May 25, 1959 amounted to \$4,600,000, together with \$26,425,000 as of October 27, 1958. Bonds outstanding as of June 30, 1959 totalled \$231,766,200. The bond debt limit as of June 30, 1959 (12% of the 1958-59 Assessment Roll of \$1,938,522,201) amounts to \$232,622,664. Bonds authorized but unsold at June 30, 1959 amounted to \$64,275,000.

The office of Controller is without doubt one of the most important in the City government, and we wish to commend Mr. Harry D. Ross and his staff for the splendid job they are doing. We found Mr. Ross and his staff most helpful and cooperative at all times in furnishing information and answering any questions by the committee. We wish to mention particularly Mr. Martin Steinbeck, Supervising Accountant, for his fine cooperation in furnishing us with the important audit reports needed to complete our report.

We would like to mention briefly a novel voluntary plan established by the employees for a progressive orientation program to be known as "B4". This will enable each employee who so desires to present such constructive suggestions in their respective divisions as might further improve the various activities so as to eliminate unnecessary duplications. Each interested employee can present his program before his group, providing his regular activities are up to requirements, and on his own time with no expense to the taxpayers. This has never been tried before, and we are confident it will bring forth ideas tending toward more efficient operation, where a complete, overall study of procedures might be lacking.

## TREASURER

The Treasurer, Mr. John J. Goodwin, is custodian of all cash, bank accounts, and securities for the many departments of the City government, and the various funds and special purposes.

The Treasurer's report of the activities of his department for the fiscal year 1958-59 shows the following comparison of



Treasurer (continued)

expenditures and revenue within the original budget appropriations:

Expenditures

	<u>Budgeted</u>	<u>Expended</u>
Permanent Salaries. . . . .	\$129,430	\$125,000
Overtime. . . . .	200	172
Contractual Services. . . . .	22,089	22,089
Use of Employee Cars. . . . .	460	462
Materials and Supplies. . . . .	1,717	1,500
Equipment . . . . .	40	40

Revenue

	<u>Budget Estimate</u>	<u>Actual Revenue</u>
Interest Earnings . . . . .	\$800,000	\$1,657,945
Commission on Inheritance Taxes collected . . . . .	50,000	50,000
Fees. . . . .	100	123

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Interest Earnings. . . . .	\$1,657,945
Inheritance Tax Collections Commission . . . . .	50,000
Fees . . . . .	123
Total Treasurer's Earnings. . . . .	\$1,708,068
Cost of Operating Treasurer's Office. . . . .	149,263
Excess of Revenue over Operating Cost (Deposited to General Fund). . . . .	\$1,558,805

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Receipts . . . . .	\$328,222,337
Disbursements. . . . .	335,131,343
(Included in Disbursements: 485,000 bond coupons paid. . . . . \$ 6,256,435 19,688 bonds redeemed. . . . . \$19,688,000)	

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Inheritance Tax Collections amounted to \$5,507,297.

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Securities in Custody of Treasurer, June 30, 1959:

Collateral bonds to secure bank deposits. . . . .	\$185,186,000
Bonds belonging to S.F. Employees Retirement System . . . . .	\$229,826,595

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During the fiscal year 1958-59 the Treasurer's deputies opened, examined and listed the contents of approximately 2,750 safe deposit boxes and issued approximately 15,000 consents to transfer bank deposits, securities, etc. to heirs, joint tenants and legatees.



## Treasurer (continued)

### Comparison of Fiscal Years

Interest Earnings, 1958-1959. . . . .	\$1,657,945	
" " 1957-1958. . . . .	<u>1,043,099</u>	
Increase. . . . .	\$ 614,846	
(Percentage of Increase) . . . . .		58.94%
Receipts, 1957-1958. . . . .	\$334,480,622	
" 1958-1959. . . . .	<u>328,222,337</u>	
*Decrease. . . . .	\$ 6,258,285	
(Percentage of decrease) . . . . .		1.87%
Disbursements, 1958-1959. . . . .	\$335,131,343	
" 1957-1958. . . . .	<u>290,954,479</u>	
Increase. . . . .	\$ 44,176,864	
(Percentage of increase) . . . . .		15.18%

\* Due to the fact that \$53,125,000 in City and County bonds were sold during 1957-1958, the receipts for 1958-1959 show a decrease.

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May we state, also, that we found splendid cooperation existing between the Controller and the Treasurer. This committee must commend Mr. John J. Goodwin, Treasurer, and his staff, on the very efficient operation of this department.

## PURCHASER

All supplies and services purchased for the City of San Francisco are controlled through the City Purchaser, Mr. Ben Benas, who was appointed to that responsible position on April 1, 1959, upon the retirement of Mr. Ben Kline.

The annual report of the Purchasing Department for the fiscal year ending June 30, 1959 shows a marked improvement over previous years, and seems to reflect, in great measure, the fine work of the Department under Mr. Ben Kline. The policies initiated by Mr. Kline in commodity buying on term contracts, and on competitive bidding, have resulted in material savings to the City.

The new Consolidated Shops building at 800 Quint Street was completed in June, 1959 and the move from the present locations of Shops #1, 2, and 3 to the new site started last month. It is expected that better and more efficient service will be rendered with these new and expanded facilities.

This Department procures materials and supplies, equipment, insurance, and contracts for services, for all City departments and the San Francisco Unified School District. Except for





## Purchaser (continued)

term contracts based on estimated quantities, all buying starts with receipt of requisitions from the departments concerned.

During the fiscal year 1958-59, 44,068 purchase orders were issued, in the total amount of \$20,632,061.

Many other proposals for improving the operations of the Purchasing Department are under consideration; for example, removal of the reprinting division from the fifth floor of the City Hall to space being prepared in the basement of that building, thus keeping the entire operations of the Reproduction Bureau together, at a substantial saving in time and operating costs, and greatly increasing the efficiency of the Bureau.

We note that each division of the Purchasing Department is being very efficiently operated, under the direct supervision of the recently appointed Chief Assistant Purchaser of Supplies, Thomas F. Conway, and the various bureau heads. The overall operation is most satisfactory, and we feel that the taxpayers' money is wisely and effectively spent for the supplies and services necessary in the operation of the City government.

We wish to express our thanks to Mr. Ben Benas and his entire staff for extending to us all the courtesies of his office. We are confident all possibilities will continue to be explored toward effecting further improvements in buying procedures.

## RETIREMENT SYSTEM

The Retirement System for the Employees of the City and County of San Francisco is administered by a Retirement Board of seven members: three elected by the members of the System, two appointed by the Mayor, and two ex-officio.

Reports and audits are made monthly, and an annual accounting by independent certified public accountants shows a very accurate report.

The latest report from the System, that of Sept. 30, 1959, shows total investments of \$233,251,200, or an increase of about \$30,000,000 over that of the same date in 1958.

The committee has found the retirement funds to be well invested in approved securities, together with deposits in several banks, to maintain a well balanced income.

## FINANCE AND RECORDS

The Department of Finance and Records is an administrative office headed by the Director of Finance and Records. It includes the supervision of five separate departments: Tax Collector, County Clerk, Recorder-Registrar, Public Administrator and Records Center.





## Finance and Records (continued)

The Department of Finance and Records is under the jurisdiction of the Chief Administrative Officer. Mr. Virgil L. Elliott is the Director, and he is responsible for the operation of this department. He was most cooperative in furnishing us with information as to the functions of his office, as well as details on all records and the care of the same. The Record Center is responsible for the storing of old records on microfilm. At the present time these records are stored at 150 Otis Street, and in a cave in Twin Peaks Tunnel.

This committee of the 1959 Grand Jury on the above departments is indeed well pleased with the progress made during the year 1958-59, and wholeheartedly congratulates the respective department heads on their sincere efforts toward better government.

WILLIAM G. MENARY, Sr., Chairman

JOHN J. ROWAN

JOSEPH H. REISS



## DEPARTMENT OF PUBLIC HEALTH

"Few civic institutions anywhere have suffered such repeated attacks, criticisms and prejudiced investigations as have been directed toward our San Francisco General Hospital," according to the president of the San Francisco Medical Society.

This blast was made after the newspapers headlined the special "studies" being made simultaneously by the Mayor, the Chief Administrative Officer, and the Director of Public Health of the administrative problems of this great institution.

It is the opinion of this Committee that special studies of public institutions, if made without malice and with scrupulous honesty, can be made instruments of progress. To cite one example: "Because of economic malnutrition due to inadequate budgetary allowances at both San Francisco General Hospital and Laguna Honda," quoting the above mentioned president, "an aroused citizenry provided funds for the physical rehabilitation of these facilities and focused the necessity of adequate yearly appropriation of funds for the care and maintenance of not only Health Department buildings, but of all public buildings within the City." Today a tax-conscious people demand how and where their money is being spent, and investigations or studies are often the means of obtaining this information.

Most of the criticism of the Health Department so far has been aimed at San Francisco General Hospital. This institution occupies a prominent role in the care of the sick and indigent of the City. As such, it is the showcase of the Health Department, and most vulnerable to attack. Observation must be made however, that in the fiscal year 1958-59, 24,486 patients were admitted through its portals for care and treatment. An additional 75,859 individuals received outpatient care. Thus it would appear that every seventh person in San Francisco received some form of medical care at San Francisco Hospital during last fiscal year alone. It is a wonder that the "brickbats, excursions and alarms" of Dr. Callaway had not fallen sooner.

To properly assess the San Francisco Hospital scene, one must be familiar with the ever-changing medical climate in San Francisco. "Negotiations have just been completed with the University of California for 'contractual' relationship between the U.C. School of Medicine and the Health Department for the supervision of medical care services at San Francisco General Hospital. This has been hailed as a great element of progress. The development of this contractual relationship will ultimately assist in providing at San Francisco General Hospital a medical care program and a teaching program that will be outstanding in the United States." In addition, it reduces to writing many of the informal "gentleman's agreements" which have existed between the University and the City and County ever since the association began in the mid-nineteenth century. On the other hand, an era





## Public Health (continued)

closes with the anticipated withdrawal of Stanford Medical School's coverage of one-half of the available beds--an era rich in the history and tradition of the Stanford Medical School.

Again, certain changes in the medical structure have upset the hospital's standing in the community. For years this venerable institution was hailed as the City's foremost school of medical knowledge. It attracted the top-notch teachers and students, and was a research center as well as a training school. In some cities, notably Boston and Los Angeles, the City Hospital still serves in this capacity. But in San Francisco, research and money are now channeled to the universities and private hospitals--the so-called "ivory towers". The San Francisco Hospital has gravitated to an institution for domiciliary care and treatment and, however active, it is but one step removed in function from Laguna Honda Hospital. This accepts that the "caliber of professional services is unsurpassed in any city hospital anywhere, and many of our most able physicians received all or part of their post graduate training in San Francisco Hospital." We salute the many physicians who have for so many years contributed to the medical supervision and treatment of sick people at this Hospital without reward except for the alleviation of human suffering and a sense of duty; and this, incidentally, at a saving of millions of dollars to the City.

Again it must be noted that in spite of some recent publicity, the San Francisco General Hospital is only a small fragment of the San Francisco Health Department. The latter is a large, sprawling operation, encompassing the entire City. A study of the organizational chart of the Department discloses a framework with the chief medical officer and his assistant as the Director of Public Health. (See Chart I.)

It is divided into three divisions: Medical Care, General Services, and Preventive Services. Under Medical Care are the city institutions, including San Francisco General Hospital, Laguna Honda Home, Hassler Health Home, the emergency hospitals, city physicians and Adult Guidance Center.

Under General Services are Accounting and Personnel, Records and Statistics, Public Health Education, and Laboratories.

Under Preventive Services are Child Hygiene, Public Health Nursing, Disease Control, and Sanitation.

The San Francisco Department of Public Health is also unique in that in addition to providing the basic health services common to all health departments, it is responsible for the administration of the emergency hospital services and medical service for the indigent.

Among the important functions of public health are included the prevention and control of communicable diseases, investigation and correction of unsanitary conditions of the physical



## Public Health (continued)

environment, and the education of the public so that all individuals may know how to protect and maintain good health.

The Department is one of those under the supervision of the Chief Administrative Officer, and it employs 2,800 persons. Its central offices are located at the Health Center Building, 101 Grove Street.

This Committee has had occasion to observe some of the problems encountered in its daily activities, and because of the importance of this department's operations, and since it is peculiar to this community, we present herewith a small but vital portion of a statistical review, which shows a sound and magnificent contribution of the City Health Department. (See Charts II and III.)

San Francisco is one of the original 27 counties in the State. Its habitable land area comprises 28,340 acres in 44.8 square miles. The population density in 1958 was 17,658 people per square mile, the highest in the state. The population in 1958 was 791,100. There were 9,375 resident deaths in 1958, with a rate of death of 11.8. Approximately 54% of all deaths are ascribed to cardio-vascular renal diseases, and almost 45% to heart disease itself, the leading cause of death.

The first four causes of death: heart disease, cancer, vascular lesions, and accidents, account for about 71% of all deaths. Cirrhosis of the liver has been in fifth place in San Francisco, but is much less important elsewhere. The suicide rate is in eighth place in San Francisco, and is twice as high in males as in females. Racial patterns differ, particularly in the Negro.

During 1958 there were 15,104 resident live births, with a birth rate of 19.1 per 1,000 population. The rate for the United States was 24.3, and for California, 23.7.

This Committee feels that these statistics have a far greater impact on the people of San Francisco than our own original studies. However, several recommendations have reached members of this group:

- (1) Administrative changes in the Health Department;
- (2) Annual budgetary expenditures;
- (3) Changes in residence requirements for Health Dept. positions;
- (4) Discriminatory power in civil service appointive authority;
- (5) Preferential evaluation by an oral appraisal board in selecting qualified personnel for administrative and supervisory positions.

On these recommendations the Committee yields its opinion. Most of the recommendations are concerned with the function and practices of the civil service system itself, and from every side the general opinion was that the inequities of the civil service system poses the major roadblock to the fullest utilization of the man-power in the Health Department.

DR. S. BARRE PAUL, Chairman  
MISS MILDRED BELL  
MARTIN P. BASTIANI.



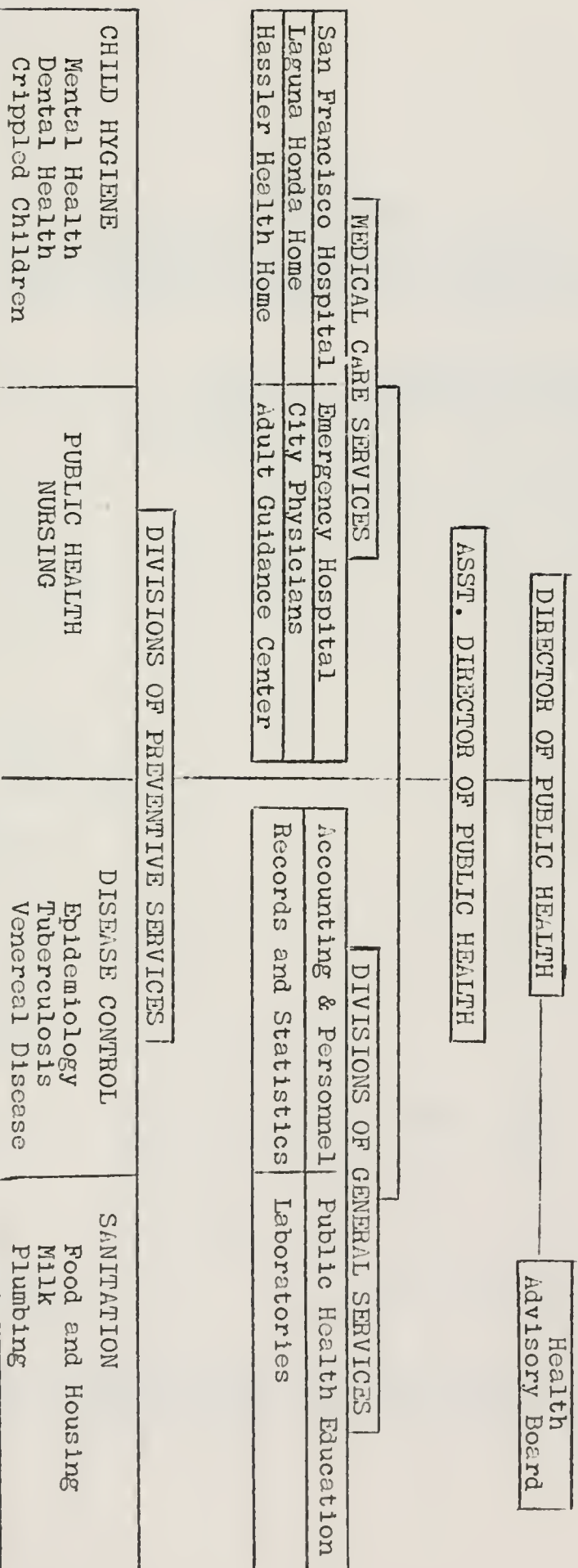


CHART I

CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF PUBLIC HEALTH

Organization Chart





## CHART II

### DEATHS FROM IMPORTANT CAUSES SAN FRANCISCO, CALIFORNIA & UNITED STATES

CODED CAUSE OF DEATH	RANK			RATE PER 100,000 ESTIMATED POPULATION			PERCENT OF TOTAL DEATHS		
	S.F.	CAL.	U.S.	S.F.	CAL.	U.S.	S.F.	CAL.	U.S.
TOTAL				1185.1	851.4	950.6	100	100	100
Heart Diseases	1	1	1	459.5	315.3	365.8	38.8	37.0	38.5
Malignant Neoplasms	2	2	2	203.8	138.7	146.2	17.2	16.3	15.4
Vascular Lesions	3	3	3	121.7	93.9	110.9	10.3	11.0	11.7
Accidents	4	4	4	62.2	50.4	52.6	5.2	5.9	5.5
Cirrhosis of Liver	5	8	10	45.9	16.5	10.6	3.9	1.9	1.1
Influenza & Pneumonia	6	6	6	36.2	27.9	33.1	3.1	3.3	3.5
Certain Diseases of Early Infancy	7	5	5	33.4	37.1	40.1	2.8	4.4	4.2
Suicides	8	9	11	25.0	16.4	10.4	2.1	1.9	1.1
Arteriosclerosis	9	7	7	21.5	20.2	20.0	1.8	2.4	2.1
Ulcers of Stomach and Duodenum	10	12	13	13.5	7.1	6.2	1.1	0.8	0.6
Diabetes	11	11	8	13.3	9.8	15.3	1.1	1.2	1.6
Tuberculosis	12	13	12	9.7	5.9	6.9	0.8	0.7	0.7
Congenital Malformations	13	10	9	9.1	12.0	12.0	0.8	1.4	1.3
ALL OTHER CAUSES				130.3	100.2	120.5	11.0	11.8	12.7

Sources: City & County of San Francisco Dept. of Pub. Health Records  
 Calif., Communication from State Dept. of Public Health  
 U.S., Monthly Vital Statistics Rep., Vol. 8, No. 1,  
 March 17, 1959



# CHART III

LEADING CAUSES OF DEATHS FOR SAN FRANCISCO; WHITES, NEGROES AND CHINESE, BY RANK, ORDER & RATE, PER 100,000 POPULATION, 1958

	WHITE			NEGROES			CHINESE		
	Rank	Number	Rate	Rank	No.	Rate	Rank	No.	Rate
ALL CAUSES	-	8630	1254.4	-	399	722.8	-	240	750.0
Heart Disease	1	3450	501.5	1	83	150.4	1	70	218.8
Cancer	2	1495	217.3	3	61	110.5	2	47	146.9
Vascular Lesions	3	898	130.5	5	25	45.3	3	25	78.1
Accidents	4	437	63.5	4	40	72.5	7	9	28.1
Cirrhosis of Liver	5	343	49.9	10	9	16.3	9	5	15.6
Pneumonia-Influenza	6	261	37.9	7	13	23.6	4	12	37.5
Suicides	7	184	26.7	-	1	1.8	5	11	34.4
Diseases of									
Early Infancy	8	175	25.4	2	66	119.6	6	10	31.2
Arteriosclerosis	9	165	24.0	-	3	5.4	-	2	6.2
Ulcers of Stomach and Duodenum	10	98	14.2	-	2	3.6	8	7	21.9
Diabetes	11	96	14.0	-	4	7.2	-	3	9.4
Tuberculosis	12	63	9.2	9	10	18.1	-	3	9.4
Congenital									
Malformations	13	54	7.8	8	12	21.7	-	3	9.4
Intestinal Obstruction and Hernia	14	50	7.3	-	1	1.8	-	3	9.4
Nephritis	15	43	6.2	-	3	5.4	-	3	9.4
Homicides	16	25	3.6	6	15	27.2	-	2	6.2
All Other Causes	-	793	115.3	-	51	92.4	-	25	78.1

Among the Chinese, the pattern for the first three causes was similar to the whites, except that rates were lower. Penumonia and influenza were the fourth cause and suicides were again the fifth cause of death, but the rate for 1958 was 34 compared to 45 in 1957.

There were 60 deaths among Filipinos with a death rate of 7.1 per 1,000 estimated population; 20 from heart disease, 7 each from vascular lesions of the central nervous system and diseases of early infancy, 5 each from cancer and cirrhosis of the liver. There were 41 deaths of Japanese with a rate of 5.5; among them were 12 heart disease, 8 from vascular lesions, 4 from cancer. In the other non-white group, 4 of the 5 deaths were diseases of early infancy and one was coded to cirrhosis.





## DISTRICT ATTORNEY

The district attorney's office has presented 171 cases to the Grand Jury during the period January 8 to November 1, 1959. The following indictments were voted:

Abortion	6
Assault to Kill	9
Assault with a Deadly Weapon	6
Burglary	47
Calif. Corporations Code	1
Gambling	2
Gun Law	7
Health & Safety Code (narcotics)	133
Murder	19
Soliciting Murder	1
Rape	13
Robbery	42
Manslaughter	4
Vehicle Code	7
Grand Theft	11
Conspiracy	25
Extortion	1

This list shows a total of 334 individual indictments from the 171 cases presented. During this period, the grand jury voted no indictment in 8 cases, in which 11 defendants were involved. There were 109 meetings held - 64 regular and 45 special. This averages three to four cases each regular meeting.

The District Attorney was represented by Mr. Norman Elkington from January to September as his Chief Prosecuting Attorney. On September 3 Mr. Elkington was elevated to the Superior Court. This Grand Jury feels that it has been very fortunate to have had such close contact with a man of his sterling quality, high sense of justice, and knowledge of the law. Mr. Elkington was succeeded by Mr. Francis B. Mayer, who has had many years experience in the District Attorney's office.

There are approximately 64 employees in this department, 26 of whom are experienced attorneys. The Committee compliments Mr. Thomas C. Lynch, the District Attorney, upon the efficient and business-like manner in which he conducts his office. The City should feel very proud of its district attorney and his staff.

In August, 1960, the district attorney's quarters will be moved from its present location at 617 Montgomery Street to the new Hall of Justice on Bryant Street. This move will save the City and County of San Francisco about \$35,000 per year in rent, and having the offices in the new building will provide more and better working space, plus ready accessibility to the criminals in the city prison.



## District Attorney (continued)

Upon investigation by this Committee, guided by the advice of Mr. Lynch, the Grand Jury introduced various resolutions concerning crime legislation. These resolutions would abolish "loopholes" in the California Penal Code. This Committee feels that grand juries (including the present one) have not been apprised early enough in their tenure of office of the importance of legislation, so that adequate recommendations could be made to our legislators.

The Committee was very pleased with the close cooperation which exists between the Police Department and the District Attorney's office. The very close liaison between the two departments makes the investigation and trial of cases much more thorough and effectual. This Committee was also impressed at the prompt and courteous manner in which Mr. Lynch's office handles the many minor complaints and "crank" cases which continue to arise in a city the size of San Francisco.

In the Aid-to-Needy-Children Program, the district attorney's office collects nearly \$1,000,000 every year, which is refunded to the City and County. The details and functions of this program have been completely studied and investigated by the Grand Jury as a whole, and its investigation is covered in another report.

Mr. Lynch's many years of experience in the district attorney's office has brought national recognition. His close contact with state and national police and peace officers has fostered a fine spirit of cooperation among all the agencies, and has also been highly successful in lowering the crime rate and keeping the criminal element's influx into San Francisco at a minimum.

This Grand Jury wishes to thank Mr. Lynch, Judge Elington and Mr. Mayer for their advice and guidance to us, and their interesting and enlightening presentation of all criminal matters that were brought before this Grand Jury.

## CITY ATTORNEY

City Attorney Dion Holm's offices on the 2nd floor of the City Hall present a serious problem through lack of space. The quarters available for attorneys, stenographic staff, and library are, in this Committee's opinion, highly inadequate. The solution to this problem has been given broad study. Our recommendations are:

(1) Increased pressure for the passage of a bond issue for a new Court House. This is the only real answer to City Hall housing, not only from the City Attorney's standpoint, but from that of all City departments. Each year action is postponed only means increased cost to the City; building costs are increasing every year. San Francisco is the only major city without a court house, and this is the only county in California without a court house. If a courts building were built, two full floors in the City Hall would be available for other City departments. The problem of City Hall





## City Attorney (continued)

housing has certainly grown in the 46 years since the City Hall was constructed.

The space problems of the city attorney's office are the same as those of all the offices housed in the City Hall. The staff of the city attorney has been increased by four attorneys, and some additional space was provided on the third floor of the City Hall. This space is barely adequate now, and very likely will be inadequate within the next two years. The city attorney's office, like other departments, should be housed all on one floor.

(2) As a temporary measure, the chief administrative officer should investigate the possibility of moving certain departments out of the City Hall into temporary quarters. Certain offices now located in the City Hall, although an integral part of the City government, are really not on the top administrative level. Specifically, the Department of Public Works, Board of Permit Appeals, Sealer of Weights and Measures, Fire Department, Civil Service Commission, and some inspectors now housed in the City Hall should be moved, on a temporary basis, to a leased building in close proximity to the Civic Center. This would provide more space where crowded conditions now exist. All of the above problems would be solved if funds for the erection of an adequate county courts building were voted.

In 1957 the State of California adopted a long-range water development program, and Mr. Holm has asked for an additional attorney to work on water problems. This attorney would attend various meetings throughout the State to protect our tremendous municipal water system. This Committee feels that this recommendation should be approved. The vital interest and tremendous investment that the City and County of San Francisco has in its water rights and facilities in various parts of the state demands protection, and an additional attorney for water matters would afford this protection.

Mr. Holm had many years experience as an assistant under Mr. John O'Toole. As City Attorney he has rendered invaluable service to the City and County of San Francisco. Litigation involving utilities and redevelopment, and representation of various other City departments in legal matters has become an increased problem to the taxpayers of this City and County. We are most fortunate to have had Mr. Holm's services for so many years. He has been ably assisted by Mr. Lawrence S. Mana, Chief Deputy City Attorney, and Mr. Thomas O'Connor, Public Utilities Counsel, both of whom have many years of experience and service in the City Attorney's office.

## PUBLIC DEFENDER

The Public Defender, Mr. Edward T. Mancuso, operating his office under an increased caseload, is worthy of this Committee's consideration. Not only is the public defender's office charged with the defense of felony cases, but also indigent misdemeanor cases. In 1956-57 the public defender's office represented 2,220





Public Defender (continued)

misdemeanor defendants. In 1958-59 this increased to 3,025. In 1956-57 the office represented 1,462 felony cases, in 1958-59, 1,675 felony cases. Total defendants in the 1956-57 period were 4,570, and in 1958-59 the total increased to 5,683. However, the approximate estimated cost per defendant in 1956-57 was \$21.08, whereas in 1958-59 it was \$21.00. The approximate estimated cost per appearance in 1956-57 was \$9.52, and in 1958-59 it was \$8.13. The decrease shown is most commendable.

The increased caseload has, in the mind of Mr. Mancuso, put an additional strain on the individual deputies working in his office. This Committee feels that Mr. Mancuso's demand for an additional deputy is warranted. The San Francisco Public Defender's office is now one of the most complete functioning defender's offices in the nation. This office serves nine courts with seven deputies in addition to the Public Defender himself.

When the office of the public defender is moved to the new Hall of Justice, \$6,600 annual rental will be saved. This saving could be used to employ a new deputy. The chief duty of the Public Defender's office is to see that each one of their clients has a fair and impartial trial, that all of their rights are preserved, and that the innocent are not convicted. Each case is given the same painstaking care and attention as is provided by the best private legal talent, irrespective of race, creed or ability to pay. All the attorneys devote full time to the public defender's office, and they are not permitted to engage in private practice.

Our Committee was well received by Mr. Mancuso and his Chief Assistant Public Defender, Mr. Abraham M. Dresow. We wish to thank Mr. Mancuso for his cooperation during the past year.

CHARLES E. MORAGHAN, Chairman

ARTHUR SIDEMAN

HAROLD STELLING



## NARCOTICS BUREAU

This most important phase of law enforcement deserves the highest praise for outstanding work in suppressing this greatest evil of all, the use and traffic in illegitimate narcotic drugs.

The Bureau is headed by Lt. Leslie C. Dolan, an outstanding officer with many years experience as a law enforcement officer. He is aided by a most competent staff that includes 2 sergeants, 5 inspectors, 4 assistant inspectors and 9 patrolmen. In 1959, up to November 12th, they have made 948 investigations and 820 arrests, as against 833 investigations and 759 arrests for the entire 12 months of 1958. As a seaport, San Francisco is particularly vulnerable to narcotic contraband. This factor must be assessed in the over-all picture. Due to the great number of ships from the Orient which dock here, and the almost impossible task of searching every nook and cranny in said ships, it is almost impossible to find and sieze all illicit shipments. Thus the burden falls upon this Bureau to check on all known pushers and addicts in an endeavor to halt the sale and use of heroin. This is the drug, which, in addition to being the most dangerous, is also the one most commonly smuggled in. The Bureau's success can be determined by the decreasing use of heroin and the increased demand for substitutes in the form of hypnotic and stimulating drugs that are manufactured in the United States which are obtained by addicts through illicit channels. At the moment, there is a concerted campaign on the part of the Bureau to stem this traffic.

Marijuana is, by far, the most commonly used illicit narcotic. The users and pushers comprise the majority of arrests made. The drug, Nalline, was introduced as a narcotic control and deterrent on July 15, 1959, in the City & County of San Francisco. This Committee since its induction as Grand Jurors, strongly urged that this proven test be adopted in San Francisco in order to check upon addicts who were on parole, on probation, or newly arrested. This drug, when administered, will definitely determine whether a suspect has used a potent narcotic within the past 72 hours. The use of Nalline was also advocated by the Federal, State and City Narcotic Bureaus, as well as Judge Eyman of our Municipal Court. Since its inception, 492 tests have been made from July 15, 1959 to November 12, 1959, with most gratifying results from the law enforcement point of view.

In making this survey, the Committee has called upon Col. George White, head of the Federal Narcotic Bureau, and Matthew O'Connor, in charge of the State Narcotic Bureau. Both gentlemen have assured this committee that the liaison and co-operation they have had from Lt. Dolan and his staff have been of the highest order. This should be noted, as such is not always the case in other communities in California.

We wish also to commend the 1957 Grand Jury for their pioneer work in urging that the present Narcotic Bureau be formed,



Narcotics Bureau (continued)

as previous to that time, narcotic enforcement was general police work.

This Committee wishes to commend Chief of Police Thomas Cahil, Deputy Chief Nelder, Lt. Dolan and his Squad, for their zeal in suppressing the great evil of narcotic sales and addiction.

MARTIN P. BASTIANI, Chairman

JOHN P. ANDERSEN

JAMES B. MOFFET





## COUNTY CLERK

During the past year our committee had the pleasure of reviewing the various operations under the jurisdiction of the County Clerk, Mr. Martin Mongan. We were impressed, among other things, with the efficiency of his operation, the cleanliness of the work area, and the apparent high morale of the employees under his guidance.

In reviewing the reports and records of the department, it was found that revenues in the past few years have consistently increased, as reflected in the following fiscal year end comparison:

<u>Fiscal Year Ended</u>	<u>Revenue</u>
June, 1957	\$ 196,636
June, 1958	227,267
June, 1959	243,962

Highlights of the above are as follows:

Court filings totalled 10,613 compared to 10,365 for the previous year, due principally to a gain of 253 personal injury actions.

A nominal increase was noted in probate and guardianship filings, with 3682 new actions.

Final decrees of divorce declined sharply from 2442 to 2257 previously.

During the year the naturalization department was removed, by order of the Superior Court; the functions of preparation of mental and alcoholic warrants was transferred from the County Clerk to the new Mental Hygiene Division at the San Francisco Hospital; and the court room clerk in the probate court was re-assigned by Mr. Mongan.

A separate marriage license office recently established provides the dignity of surroundings consistent with the duties of the office. During the past year 6665 licenses were issued by the Marriage Department. A great number of these applicants requested that a Judge perform the ceremony. It is regrettable that it is now difficult to comply with such a request. Because of the recent investigations of the judiciary, and the critical comments made concerning the fee charged, many Judges do not wish to perform the ceremony. The procedure now is for the County Clerk to refer the couple to the Presiding Judge of either the Superior or Municipal Courts. These two departments too often are conducting trials, assigning cases, etc., so that the persons desiring to be married have to await the pleasure of the Court. Oft times these people find themselves back with the County Clerk, unmarried.



County Clerk - (continued)

This Committee feels that the County Clerk's office should be able to ascertain the name of a Judge who would perform the ceremony, within a reasonable time, on that day, without the necessity of the couple shopping for this service.

Several items were noted, some requested by the 1958 Grand Jury, and left undone:

1. Provide better lighting in the office, both for the benefit of the public and the personnel.
2. Substitute microfilm for present obsolete and costly photostat reproduction process.
3. Provide new chairs for use at the public reference table.
4. Complete shelving program in the basement storage area.

Minor improvements have been made in the lighting, partially due to the recent and long awaited transfer of a portion of the City Attorney's Office to the unused area of the County Clerk's section.

Microfilming could be arranged for, in conjunction with the Recorder's department, which is presently operating with amazing efficiency and economy.

There are only four chairs available to the public at the reference table, which is about twenty feet long. Additional chairs had been requested by the previous Grand Jury to no avail.

The shelving in the basement is being converted from wooden shelves, which wasted space, to custom-built metal type. Storage space, it is well known, is at a premium.

Among other duties, Mr. Mongan makes time available to arrange tours, in conjunction with other city departments, for groups of San Francisco high school students, through the Superior Courts, affording a student a practical demonstration in the operation of city government, as a supplement to their regular studies.

The use of a Thermofax machine or a similar type in the department is recommended by our committee, to reduce the cost of reproducing documents. The cost per sheet for this method would be less than .05¢ as compared to approximately .50¢ per sheet for the sensitized paper now in use. This is particularly important, inasmuch as, of a necessity, considerable reproduction is done gratis. Further, less than 30 seconds is required to copy under this method. This would release a costly and time-consuming photostat machine for more practical use, or for sale.



## PUBLIC ADMINISTRATOR

Our Public Administrator, Mr. Con Shea, is responsible for many constructive changes during his short term, that have increased the efficiency of his operation.

The Public Administrator's office is strictly a service office, self supporting, deriving its income from estates in the same manner as the Trust department of a bank, and at periodic intervals should be inspected.

Our committee was amazed to learn that audits by a certified public accountant were not a standard practice, as is the strict requirement of banks and similar institutions. Although Mr. Shea has requested an audit, this item was eliminated from the last budget.

It is the recommendation of the Grand Jury that the proper authorities consider this urgent request as a primary consideration and authorize such audit forthwith.

It is interesting to note that this department, with its limited personnel, conducted 1413 investigations, and in addition administered 574 estates, netting the department \$176,538 in fees, for the June 30, 1959 fiscal period. Con Shea, as Administrator, has surrounded himself with such a competent staff of employees that 13 persons in his department do the same volume of work as do 57 employees in Los Angeles handling the same workload of cases.

This committee feels that with an annual audit, and one additional legal secretary, the department would then be operating as efficiently as possible.

## RECORDER - REGISTRAR OF VOTERS

For many years the Registrar of Voters, Mr. Tom Toomey, has been endeavoring to obtain suitable storage facilities for the 1646 city-owned voting machines. These machines, valued at approximately \$2,500,000, have been stored in two inadequate private warehouses for many years, at an annual rental of \$31,200. One dilapidated warehouse at 150 Potrero, with uneven floors, wooden rafters and leaks in the roof, the other, just outside the entrance of the Broadway Tunnel, and very inaccessible.

Plans and specifications were prepared several years ago for construction of a warehouse for the machines on city-owned property; however, each year, apparently due to skyrocketing costs of construction, it has been removed from the city budget. The latest cost estimate is \$1,000,000. Along with its first quarter





Recorder - Registrar of Voters - (continued)

report your committee suggested that the unused Geary Street car-barn could be converted, at a nominal cost, to house these machines. With the verbal approval of the Public Utilities Commission, we solicited the aid of Mayor Christopher to accomplish this objective. After several months of hurdling many obstacles in the way of this conversion, and with the full cooperation of the Mayor, it was completed on October 22, 1959, at a cost of less than \$100,000, two weeks prior to the contract deadline, with ample time to receive the machines after the November 3 election

This project represents considerable savings to the taxpayers: eliminating the necessity of constructing a warehouse; \$31,200 in annual rental; and drayage costs reduced to under \$10,000 annually, as compared to \$20,000 expended for the year 1958. In addition, quite a savings will be realized in reduced fire insurance premiums through the use of a modernized fireproof building.

In addition to its main function of recording documents relating to real estate transaction, the Recorder accepts many other types. Of the 95,194 documents recorded during the fiscal year ended June 30, 1959, 18,309 were deeds and 17,097 deeds of trust. A comparison of income and expenses for the previous five year fiscal periods are as follows:

<u>Fiscal Year</u>	<u>Total Fees</u>	<u>Salaries</u>	<u>Other Expenses</u>	<u>Net Receipts</u>
1959	\$233,234	\$144,611	\$26,865	\$61,756
1958	207,290	140,582	30,144	36,564
1957	214,135	132,247	39,167	42,720
1956	221,830	124,837	28,277	68,715
1955	220,923	120,084	32,662	68,176

The above figures do not include the value of "official" or "free" recordings, or revenue from desk rentals in the recorder's office from the title insurance companies, etc., which are as follows:

<u>Year</u>	<u>Value of Official or Free Services</u>	<u>Desk Space</u>
1959	\$17,852	\$1,830
1958	17,516	1,830
1957	16,950	1,830
1956	12,646	1,830
1955	12,132	1,830

Since July 1, 1959, the system of copying documents for the official records has been changed from photostat to microfilm. This has resulted in a savings of storage space at a ratio of approximately 18 to 1, as well as a tremendous savings dollar-wise, which will be more apparent at the end of a full fiscal period.

Changes enacted at the last session of the California Legislature, regarding marriage licenses, have added additional duties to the office, with licenses now to expire 90 days after issuance. Notification must now be given applicants with unused



Recorder - Registrar of Voters - (continued)

licenses, at least 30 days prior to expiration date. For the fiscal year ended June 30, 1959, 6613 marriage certificates were recorded.

Additional legislative changes were required for the change-over to microfilm. In spite of this additional workload the Recorder has not requested additional help.

Your committee is grateful for the cooperation of Mr. London Cassasa, the Assistant Deputy for the Registrar-Recorder, for his courtesy in securing comparative data at our request. He is to be commended for a well operated office.

Tom Toomey, who will soon be retired, (November 1, 1960) has given many years of devoted service and efficient management to this office, for which he is to be commended.

JOSEPH W. HERBERT, Chairman

ESTHER HOLLST

GEORGE SCHOMER



## CHIEF ADMINISTRATIVE OFFICER

Your committee on Chief Administrative Officer submits herewith its final report dealing with the administration, operations and activities of the departments under his jurisdiction.

The Chief Administrative Officer under the Charter is responsible for the supervision of the following departments: Finance and Records, Public Works, Public Health, Electricity, Real Estate, Coroner, Weights and Measures, Agricultural Commissioner. He also budgets and administers the City's Publicity and Advertising Fund, and is responsible under the Charter for co-ordinating the functioning of departments having powers and duties relating to control of traffic.

He also is a member of the City Planning Commission and also attends the weekly meetings of the Board of Supervisors.

For many years, until his retirement in 1958, Thomas A. Brooks, recently deceased, served as Chief Administrative Officer. He was a most capable administrator, a man of the highest integrity, holding the respect of the citizenry of San Francisco.

Upon his retirement he was succeeded by Chester A. MacPhee who resigned late in 1958 to be succeeded by the present Chief Administrative Officer, Sherman Duckel, on February 1, 1959. The City is fortunate in having as Chief Administrative Officer one who has served the City in the very responsible position as Director of Public Works. He has the reputation of being a capable administrator, experienced in municipal affairs and a man of sterling integrity.

During the course of our several conferences with Mr. Duckel, our committee found him to have a complete knowledge of the seven departments under his jurisdiction. We also observed that he was obliged to perform many individual tasks from which we believe he should be relieved in order to devote full time to the administration of the departments for which he is responsible.

We found that the affairs of the office are being conducted in an entirely satisfactory manner, and we would like to enumerate many programs already accomplished, or being planned.

Mr. Duckel, since assuming office, has reviewed policies and programs of the departments under the jurisdiction of the Chief Administrative Officer. There have been a number of notable accomplishments since Mr. Duckel's appointment.

The move of Stanford University Medical School to Palo Alto and the withdrawal of a major part of its staff from San Francisco General Hospital at the end of June brought about a need for the expansion of services provided by the University of California Medical School. A contract between the University





## Chief Administrative Officer (continued)

of California and the City, providing for the University to furnish medical care to patients at San Francisco General Hospital, was negotiated and became effective July 1.

A "crash" program was started in February to build a consolidated laboratory at the Hospital and to complete it by next spring. This laboratory is required if the Hospital is to retain its accreditation as a teaching institution.

Mr. Duckel and Dr. Ellis Sox, Director of Public Health, have reviewed the operation of the institutions of the Department of Public Health and have concluded a professional administrator is needed to manage the affairs of the Department's institutions. This position would have the rank of Assistant Director of Public Health.

Several new hospital wards are nearing completion at Laguna Honda Home. A study is being made by Mr. Duckel and Dr. Sox to determine how these wards should be staffed.

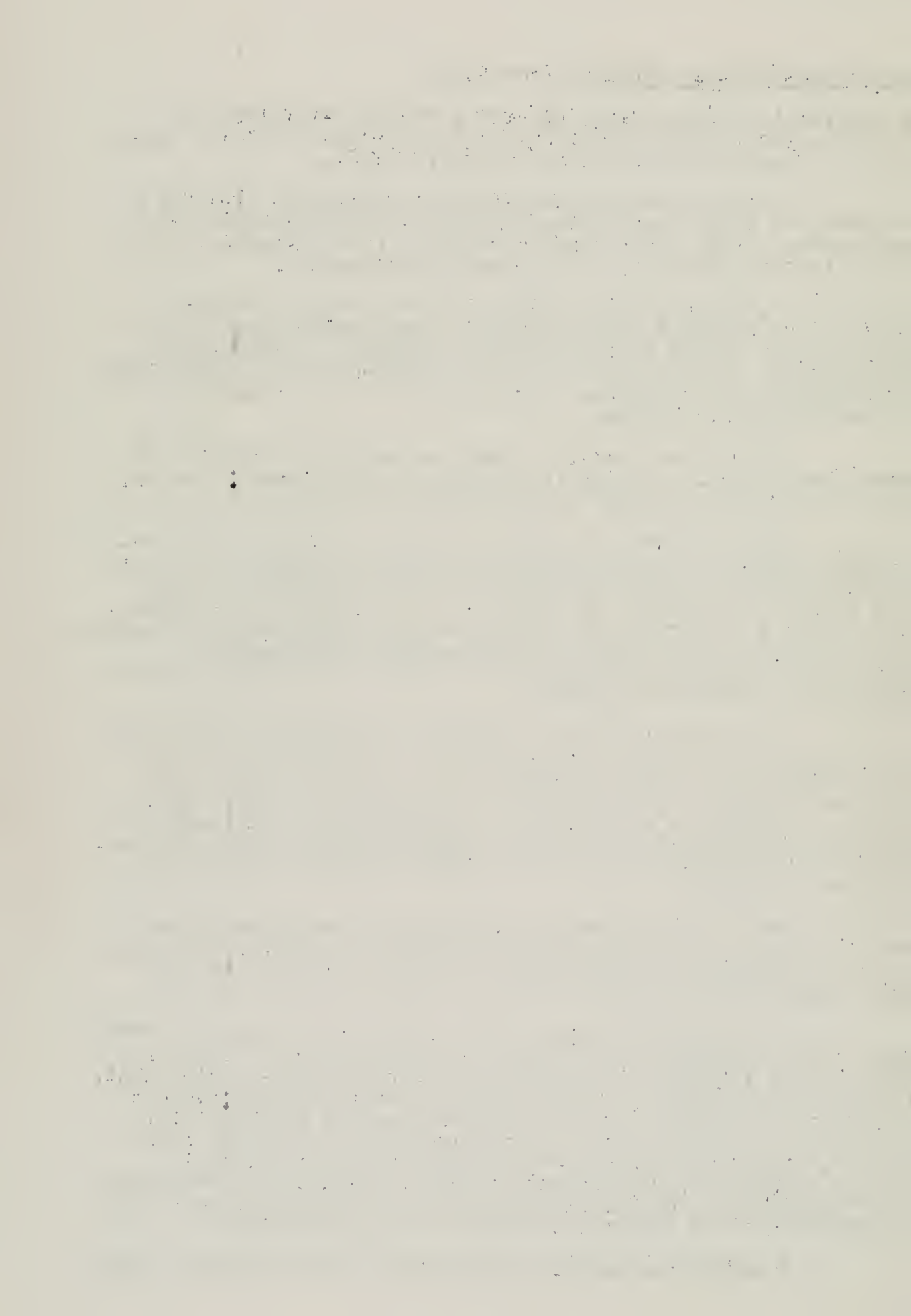
Another matter of great concern to the Chief Administrative Officer is the community mental health program. To date the City has been unable to recruit a Program Chief to direct this program as required by state law. In addition, the psychiatric ward at San Francisco General Hospital is grossly inadequate and needs major construction to correct the deficiencies. Temporary facilities must be found to take care of the patients during the construction period.

A new voting machine warehouse and service center has been completed in what was formerly the Geary Street Car barn. The possibility of using this space for a voting machine warehouse was called to the attention of the Mayor and Chief Administrative Officer by a committee of the Grand Jury composed of Jurors Joseph Herbert, Mrs. Esther Hollst and Mr. George Schomer. Voting machines will be moved into this facility following the November 3 election.

Under the direction of Mr. Duckel, access roads and outfall sewers serving Candlestick Stadium were rushed to completion in anticipation of the World's Series following the 1959 major league baseball season.

The Purchasing Department's new consolidated automotive shops were completed this spring, and the shops were moved from their former location in the Palace of Fine Arts into this plant. A study to establish new accounting and record-keeping systems has been completed, and the recommendations are being put into effect. As a second phase to improving shop operations, funds have been requested for a study of the City's motor vehicle service methods and replacement policies. Both the Chief Administrative Officer and Purchaser believe present practices should be modernized, now that the new shops are in operation.

A program to install new parking meter mechanisms which



Chief Administrative Officer (continued)

will register dimes has just been completed. The new meters should eliminate complaints received from the public who were unaware the meters would not register dimes.

Funds are being requested for a gasoline tank truck meter test plant. State law requires that all gasoline tank truck meters be tested annually. San Francisco is the only county with a population of more than 50,000 which does not make these tests. Accuracy of the meters is important because it insures that service stations and fuel oil consumers receive the amount of gasoline and fuel oil for which they pay. This meter testing plant will be the responsibility of the Sealer of Weights and Measures, whose duty it is to see that the public gets honest weight and measure.

On September 1, Farmers' Market was put under the jurisdiction of the Agricultural Commissioner. Mr. Duckel believes this arrangement will improve the operation of Farmers' Market, as the Agricultural Commissioner and his staff are authorities on fruit and vegetable standards. They are responsible for the inspection of all produce sold in San Francisco to see that it meets standards established by state law.

The Chief Administrative Officer has been quite concerned with the delay in recent months in the review of building permit applications. The Bureau of Building Inspection has been without a Superintendent and sufficient structural engineers for several months. A new Superintendent and Assistant Superintendent have just been appointed. Several structural engineers have been employed temporarily in an effort to reduce the backlog. However, because of the increased volume of work due to the great building boom in San Francisco, it is believed the additional engineers will have to be employed as long as the high rate of construction continues.

Mr. Duckel has been working closely with the various groups promoting San Francisco. During the past few years San Francisco has been successful in encouraging much new investment here and in bringing many visitors to our city. Because of the contribution of the tourist industry to San Francisco's prosperity, Mr. Duckel is planning to request more money for the City's publicity and advertising fund which he administers. When the money is appropriated, the allocations to several of the groups promoting San Francisco's economic development will be increased. Special emphasis will be given to programs designed to bring visitors to San Francisco.

A continuous effort is being made by the Chief Administrative Officer to increase the efficiency of his departments and to improve the service to the public.

JOHN J. ROWAN, Chairman

ATTILIO CHIAPPARI

MARTIN BASTIANI





## REDEVELOPMENT AGENCY

During the year 1959, the Redevelopment Agency of the City and County of San Francisco reached the point where the physical work of redevelopment was actually started.

Created in 1948 by Resolution of the Board of Supervisors, acting pursuant to the Community Redevelopment Law of California, the Agency was compelled to run the gamut of legal hurdles, such as the test of the constitutionality of the State law governing its operations and extended litigation in the acquisition of project property, as well as compliance with the time consuming and cumbersome requirements of the California law.

On January 15, 1959, following the resignation of Chairman Joseph L. Alioto, Mayor George Christopher appointed Everett Griffin to the vacancy. On January 27, 1959, the Members of the Agency elected Mr. Griffin as Chairman of the Agency. On April 28, 1959, Walter F. Kaplan was appointed as a Member of the Redevelopment Agency by Mayor George Christopher, replacing John L. Merrill, who resigned.

As the new Chairman, Mr. Griffin, in a quiet way, brought to the Agency certain new concepts which, when placed in effect, created the foundation for accelerating the redevelopment program. On June 23, 1959, on the recommendation of the Chairman, the Agency adopted a policy resolution in connection with the Golden Gateway Project, which provided for the solicitation of competitive proposals from developers concurrently with the acquisition of the land. The steps taken to effectuate this policy are more fully explained in this report.

On August 18, 1959, the Agency employed the services of M. Justin Herman in the capacity of Executive Director, replacing Eugene Riordan, who assumed the duties of Real Estate Administrator. This change became effective as of September 14, 1959. On September 1, 1959, the Agency employed the services of Robert L. Rumsey in the capacity of Deputy Executive Director. Mr. Herman brings to the Agency the experience he has had in the field of urban renewal, having served as the Regional Administrator of the Western United States Region of the Housing and Home Finance Agency, the Federal agency concerned with financing urban renewal projects, for a number of years. Mr. Rumsey served as the Executive Director of the Redevelopment Agency of the City of Richmond. There he made a fine record of accomplishment with completed redevelopment projects. Mr. Riordan, in addition to serving as Director of the San Francisco Redevelopment Agency for over four years, has served as Director of Property for the City and County of San Francisco for over seventeen years. Several experienced technicians have also been added. With such experience and leadership, San Francisco can look forward confidently to an accelerated program in the field of slum clearance and urban renewal.





## Redevelopment Agency (continued)

### WESTERN ADDITION

#### Acquisition:

During the ten months from January through October, 1959, the Agency has purchased or has under option 539 parcels of land at a cost of \$10,895,338, which represents 81 percent of the properties to be acquired. All remaining parcels are presently under condemnation suits which will be tried as rapidly as possible if not settled out of court. All properties required for the Geary-Fillmore underpass have been acquired. It is expected that work on the underpass will commence shortly (January 4, 1960).

#### Relocation:

The relocation of residents from Western Addition Project Area A-1 started in February of 1958, when the site office located in the Buchanan YMCA, 1528 Buchanan Street, was opened. However, the bulk of relocation has taken place during the period covered by this report.

#### Problems and Remedial Action

The problems of relocation are many. Outstanding among these are the problems of the low or modest incomes; limited housing supply; racial discrimination in housing; lack of housing for the elderly; attitudes toward occupancy of low-rent public housing; and sub-standard housing occupied by self-relocatees.

The private housing resources for families of low or modest incomes meeting a high standard of decency, safety and sanitation are very limited. The ability of these families to compete in a tight housing market such as exists in San Francisco presents a real problem. For those families of low or modest income, but exceeding the maximum permitted for admission to public housing, the Redevelopment Agency had been dependent on the private housing supply. In an attempt to meet this need, daily contacts have been made with realtors, rental agencies, and landlords, as well as continuing checks of the daily newspapers. Efforts have been made to enlist the active assistance of the San Francisco Real Estate Board, community groups, churches, and social welfare organizations. In addition, the Agency has employed three housing locators whose duties are to locate housing availabilities.

The Agency took a major step forward in a decision to utilize relinquished public housing. By asking for special inspections by the City's code enforcement department, the Redevelopment Agency was able to designate about one-half of the City's supply of this type of housing as decent, safe and sanitary for relocation purposes. This is expected to be an important housing resource.



## Redevelopment Agency (continued)

More low-rent public housing units are scheduled for construction in San Francisco in 1960. The San Francisco Housing Authority has a policy of priority in favor of displaced families. This priority policy, the demolition acceleration and the new resource in relinquished public housing will help solve the relocation problem.

### Demolition:

The speed with which buildings acquired by the Agency are demolished is in a great measure determined by the speed with which the Agency can suitably relocate the present occupants. Of the 665 properties to be demolished, 254 or 38 percent thereof have been cleared or are under contract for demolition; and 392 properties or 59 percent of the total to be demolished are cleared, under demolition contract or are being advertised for demolition.

Complementing the Agency's relocation efforts is its demolition drive. The time between vacating of structures and contracting for their demolition has been shortened, proceed time for contractors has been reduced, and contractors are required to observe time limitations meticulously.

### Disposition:

On October 13, 1959, the Redevelopment Agency announced its land sale program for this project. Major residential and commercial blocks of land will be advertised for bids about February 1, 1960, and thereafter bidders are expected to have about 120 days for the preparation of their proposals. The sale of about 30 acres will be at auction, and about 12 acres by negotiation.

All sales will be at not less than fair market value, based on private appraisals established by the Redevelopment Agency and concurred in by the Housing and Home Finance Agency. Parcels will range from small units to whole blocks.

Negotiations started the week of October 19 on parcels to be sold to owner-participants and other prospective buyers planning public or quasi-public uses. The owner-participants were served first because of the terms of their existing contracts with the Agency.

This sales program will result in about 2555 apartments being built in this downtown area extending immediately west from the Jack Tar Hotel site. It will also make available some 12 acres of non-residential land including 6 acres of land for professional buildings and community shopping, about 1.6 acres for a Japanese commercial or cultural center, plus a number of small parcels for owner-participants in meeting their reasonable minimum growth requirements.

A significant decision of the Members was to sell the residential land in such a way as to encourage a more balanced





## Redevelopment Agency (continued)

housing program in the Western Addition. Then about 1900 units may be built in specific areas in accordance with the business judgments of the successful bidders. Sites for approximately 500 units will be available for moderate rental or cooperative housing. Land for about 155 units will be offered as a relocation resource for families displaced from the Western Addition and other areas by public action. All 2555 units will be privately owned.

### DIAMOND HEIGHTS

During the period covered by this report, the acquisition of property has been slow due to extended litigation. To speed up litigation, the Agency has found it necessary to employ two additional attorneys to handle the increased workload. In addition, Special Counsel was retained in the trial of the Fellom case because it involved complicated proceedings. After the Supreme Court of the United States had denied Fellom a hearing following a ruling by the District Court of Appeals and the Supreme Court of the State of California on his injunction suit involving owner participation, it was necessary to try two issues, one involving the question as to whether the Agency and the Board of Supervisors had discriminated against him in denying him the right to participate in the redevelopment of his property and, two, the issue of the market value of the property. The first issue was tried before a court without a jury. The trial lasted fifteen days. The court ruled in favor of the Agency. On the question of value, which was tried before a jury, the trial lasted twenty-two days. The experts for Mr. Fellom testified that his property was worth between \$117,000 to \$150,000. The Agency's experts testified that the property was worth between \$41,000 to \$42,500. The jury awarded Mr. Fellom \$48,500.

Presently 498 out of 609 parcels of property have either been acquired or are under option for purchase by the Agency. The remaining parcels to be acquired by the Agency and which are in private ownership should be acquired before the end of this year. Engineering contracts for this project will be let during January, 1960, and the work of site improvement will commence.

### THE GOLDEN GATEWAY

#### (EMBARCADERO-LOWER MARKET PROJECT AREA E-1)

The Agency received the approval of the Urban Renewal Administration to proceed with the execution of this project subject to certain conditions and revisions. The most important of these were, according to the advice of the Urban Renewal Administration:

- “(1) The special State legislation authorizing your Agency to acquire and make available for redevelopment the two blocks (Blocks 168 and 169)





Redevelopment Agency (continued)

of land now owned by the Port Authority shall be enacted prior to any Federal funds being made available under the loan and grant contract.

"(2) Appropriate action shall be taken to amend the Land Use Plan of the General Plan to reflect the future residential use called for in the Redevelopment Plan. The City of San Francisco can meet this requirement by taking appropriate steps under its Charter to either amend its land use plan or prepare and adopt a District or Neighborhood Plan showing the appropriate land uses, such plan being considered an amplification or precisising of the Land Use Plan. The proposed zoning for the residential section of the project shall be R-4 rather than C-3. This re-zoning should be accomplished prior to the disposition of any project land.

"(3) No Federal funds shall be made available to your Agency for land acquisition activities in Blocks 233 and 234 (adjoining the proposed Ferry Park) until the Ferry Park Bond issue has been voted on favorably by the electorate or other satisfactory means have been established for acquiring and developing the Park area."

In connection with the first condition, the required legislation was prepared, and with the assistance of the Mayor of the City and County of San Francisco, State Senator Eugene J. McAtceer, Dion R. Holm, City Attorney, and Donald Cleary, San Francisco's Legislative Representative, Senate Bill No. 777 was enacted on June 3, 1959. This is an act which requires the sale of certain lands, now in possession and control of the San Francisco Port Authority, to the Redevelopment Agency and opens the way for the Agency to meet the requirements of the Federal Government in connection with Blocks 168 and 169.

In connection with Condition No. 2, the City Planning Commission has indicated that the proposed zoning for the residential section of the project will be designated as R-4, rather than C-3, in the new zoning ordinance now before the Board of Supervisors for adoption.

In connection with Condition No. 3, with the assistance of the Mayor and the Board of Supervisors, there has been prepared a bond issue proposal in the amount of \$2,970,000 for a Ferry Park, which proposal will be voted on by the people of San Francisco at its election on November 3, 1959.

(The bonds for the Ferry Park way failed to pass. Mr. Justin Herman, Director and members of the Redevelopment Agency immediately conferred with Mayor George Christopher and they planned to raise the required money for development and expected to do so by the end of November 1959.)



## Redevelopment Agency (continued)

The other conditions, as set forth in the approving letter of the Agency's Application for Loan and Grant, were accepted and executed by the Redevelopment Agency.

Following the approval of the Modified Redevelopment Plan and Cooperation Agreement between the City and the Agency, these documents were submitted to the Board of Supervisors for approval. Following the required publication of Notices of Public Hearing on the Redevelopment Plan, a public hearing was held on May 18, 1959, after which the Board approved the Cooperation Agreement and adopted the plan on first reading. On May 25, 1959, the Board adopted the plan on second reading. On May 28, 1959, the Agency submitted the necessary contract documents to the Urban Renewal Administration for consideration and approval.

On the basis of the approval data submitted, the Agency received an Offer for Loan and Grant Contract in the approximate amounts of \$18,119,105 and \$5,549,836, respectively, said allocations to be effective as of June 30, 1959. Following Board of Supervisors approval and consent, the Agency officially accepted the Offer for Loan and Grant in the amounts indicated and actual work in the project area was started. Contracts for the preparation of Acquisition and Reuse Appraisals of the properties in the area were let and the appraisals are to be completed on or before November 16, 1959. The purchase program will commence shortly thereafter.

### Disposition:

The Agency on June 23, 1959, adopted its Resolution No. 1730, which established a policy of the Redevelopment Agency for the disposition of land to be acquired by the Agency in the Golden Gateway (Embarcadero-Lower Market Approved Redevelopment Project Area E-1). The Agency decided to invite and consider competitive proposals for the land to be acquired by the Agency; to act on such proposals by review, public hearing, acceptance, modifications or refusal, in accordance with such laws, regulations, contracts or related policies as are now or may be pertinent; and to proceed to implement this policy concurrently with land acquisition activities.

The policy thus established represents a departure from previous stands along two basic lines: (1) concurrent purchase and sale of the land, with transfer to the new owners subject to the availability of clear title in the hands of the Agency, permitting buyers of the land to utilize the acquisition and clearance time for their reuse preparations; and (2) sale by competitive negotiation rather than by auction or by sealed bids in order to enable the Agency to evaluate the type of development that the successful bidder will create.

As a first step in implementing the new policy, a proposed schedule for the Golden Gateway redevelopment was established based on this new policy. The schedule indicates





## Redevelopment Agency (continued)

that the execution of conditional sales contracts will be effected on or about December 5, 1961, which will be a saving in time of approximately two and one-half years. To further implement the new policy, a prospectus was prepared and distributed to more than 351 interested developers. An invitation to developers to submit proposals for the development of the residential and garage portions of the project area appeared in the Wall Street Journal, the three San Francisco papers, and the Daily Pacific Builder on September 8, 1959.

To date, 22 developers have submitted their checks in the amount of \$250, each, to obtain the packet which has been prepared by the Agency and which sets forth the full details in connection with this offering.

### Personnel and Meetings:

As of the end of October, 1959, the Agency was operating with a total staff of 43 with annual salaries of \$136,000. The Agency also utilizes the services of 12 employees on work orders from other City departments at an annual cost of \$41,000. (As all Agency expenses are paid with Federal funds, employments are approved by the Urban Renewal Administration.) In the ten months ending October 31, 1959, the Agency has held 23 meetings. Your Chairman attended 7 of these meetings. The other Members of the committee attended meetings when it was possible for them to do so. The meetings were business-like and conducted in a tactful and courteous manner.

Your committee enjoyed the friendly cooperation of Eugene J. Riordan during his Directorship, of M. Justin Herman, the present Executive Director, and the Secretary, M. C. Hermann, at all times during the year. We were supplied promptly with copies of reports requested by us regarding operations, finances and personnel, including plans for each project, and certain special reports. Copies of the minutes of each regular and special meeting were furnished and the committee was notified in advance of each meeting of the Agency.

### Recommendations:

Presently, the Agency does not have the right of immediate possession (except for street widenings or new streets) and must acquire property by the slow and costly method of condemnation whenever agreement on price cannot be reached with the owner. It is recommended that the Board of Supervisors encourage discussion of the necessary legal steps and the protection that might be provided, if the right of immediate possession under condemnation were to be given to redevelopment agencies in California.

It is recommended that when the Board of Supervisors designates an area for redevelopment, that it appropriate sufficient funds for the use of the Redevelopment Agency to finance the initial planning preparatory to the filing of an





## REAL ESTATE DEPARTMENT

This department is extremely important in the administration of the City and County of San Francisco. Its personnel consists of 22 employees, unchanged from last year, plus 20 employees in the Civic Auditorium and Brooks Hall. In addition, temporary janitors and maids are hired as needed for the operation of the Auditorium and Brooks Hall. The department has been fortunate in attracting civil service employees who have been increasing their education and experience to their own and the City's benefit.

Mr. Philip L. Rezos, Director of Property, and Mr. James Graham, Superintendent of the Auditorium, have been most cooperative to this Committee.

All properties that are acquired or disposed of by the City and County must pass through this department's hands. In 1959, it has completed the acquisition of land for such major projects as Market-Portola Widening and Sutter-Stockton Parking Garage, in addition to substantial progress in McLaren Park, Webster Street Widening, Southern Freeway, Crystal Springs Watershed Lands acquisition, San Francisco International Airport Expansion, the Fire Department's Training Center at Nineteenth and Folsom Streets, Golden Gate School Expansion, Mansell Street Widening, and rights of way for the Canyon-Cherry Project in Tuolumne County.

During the fiscal year 1958-59, 11 parcels of surplus City-owned property were sold by this department for a total of \$361,050. Since July 1, 1959, five additional parcels were sold for a total of \$62,325. Considerable work was done on the 100-acre Silva Tract Water Department property in Millbrae, leading to its sale early next year. It is estimated that this property will bring more than \$1,600,000 to the City.

We are pleased that the bond issue for the rehabilitation of the Civic Auditorium, in the amount of \$7,575,000, was approved by the voters on November 3. It is hoped that detailed architectural plans will be completed without delay and that the actual start of rehabilitation may commence in June, 1961. This is a three-year program, including 300 days of interruption by conventions already committed. The building is 45 years old, and although structurally sound, is certainly in need of repairs. The rehabilitation work will include a complete overhaul of the mechanical equipment; installation of escalators, new elevators, and air conditioning; remodelling of the floors above Polk and Larkin Halls into meeting rooms so badly needed by conventions; a new acoustical ceiling for the main arena.

The revenues from the Auditorium and Brooks Hall in the fiscal year 1958-59 amounted to \$216,640, as compared to \$149,439 for the previous year - an increase of \$67,151. It is expected that the renovation of the Civic Auditorium and the increasing volume of use of Brooks Hall will go far toward offsetting the cost



## Real Estate (continued)

of repairs to the Auditorium. The increased benefit to the City in attracting more and larger conventions is incalculable.

Remodelling of the Auditorium will require the removal of the Real Estate Department, the Retirement Board, Health Service System, and possibly the Convention and Visitors Bureau from the building. One major problem facing this department during the next year will be the finding of other quarters for these offices, as well as additional space for expansion of several of the City Hall offices which are badly overcrowded. Perhaps the worst overcrowding now exists in the offices of the City Attorney and the Inspection Bureau of the Department of Public Works.

The Real Estate Department is so quietly and efficiently operated that it is seldom that the general public is made aware of the important function this department plays in our City government.

## WEIGHTS and MEASURES

A number of times during this year this Committee has met with Mr. O. C. Skinner, Jr., Sealer of Weights and Measures of the City and County of San Francisco. He and his staff have been most cooperative with this Committee.

It is the duty of the San Francisco Department of Weights and Measures to legally inspect and test, with its standards, every commercially used weighing and measuring instrument (scales, pumps, meters, measures and graduates) in San Francisco, at least once each year. Such of this equipment as is found to be correct within legal tolerances is approved (or sealed). Any device found to be inaccurate, under tolerance, is required to be repaired before further use. If incapable of such repair it is confiscated.

This office is also responsible for the accuracy of net weight markings on all containers offered for sale in this city and county. They are also required to check the legality of advertising of commodities sold by weight, measure or count.

Other duties are: supervision of public weighmasters, the testing of brake fluid and anti-freeze, and educating buyers and sellers generally as to their rights under Weights and Measures laws.

The staff of this office consists of 1 Sealer, 1 Senior Inspector, 6 Inspectors and 1 Typist-Clerk. This staff is numerically the same as in 1915 when the Department was instituted.

A request for a supplemental appropriation for construction of a meter testing facility for this department has been completed by the Bureau of Engineering of the Department of Public Works, and will be sent to the Director of Public Works for approval sometime this week.

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## Recreation and Park Department (continued)

The acquisition of land for the McLaren Park project is moving as rapidly as possible. It is noted that an architectural contract for the McLaren Park Golf Course Building has been approved by the Recreation and Park Commission.

Budget projects completed this year were the new stage at Sigmund Stern Grove, at a cost of \$21,000; the giraffe and pony barns at Fleishhacker Zoo at a cost of \$73,000; Yacht Harbor improvements at a cost of \$203,000; Sharp Park irrigation at a cost of \$28,000, as well as various rehabilitations and reconditioning projects at a cost of \$62,000.

The Department's facilities have been well cleaned and maintained this year; however, because of carelessness on the part of the citizenry, much too much time has had to be spent in cleaning up litter. As an example, the work crews reported they picked up some 13,000 beer cans and bottles trying to clean up Ocean Beach. Harbor Master Allen reports that 73 dozen cases of empty beer cans were collected from Marina Green sun bathing strip and beach over one weekend, a total of 21,024 empty cans.

On weekends, Golden Gate Park is reaching the saturation point. It appears that soon some roads will have to be closed to automobile traffic. The barbecue and picnic areas are filled to capacity. The card and chess shelters are most popular, as are the band concerts held on Sundays. Strybing Arboretum and Botanical Gardens draw a large crowd, which is expected to increase when the Hall of Flowers is completed. The Children's Playgrund, Conservatory, Nursery and Corporation Yard, facilities operated by the Department, add an ever increasing number of visitors to the Park, as does the Morrison Planetarium, North American Hall, South African Hall and the Steinhart Aquarium, which are operated by the California Academy of Sciences. Sports facilities available in Golden Gate Park are archery, baseball, basketball, boating, horseback riding, croquet, cycling, flycasting and angling, golf, horse-shoes, football, soccer, lawn bowling, model yacht sailing, polo, softball and tennis. When a sellout football game at Kezar Stadium is added to the above mentioned activities, Golden Gate Park has no available space for parking cars, and little space for the pedestrian.

Early in the year our committee attended a meeting of the Recreation and Park Commission. This group, by committee, has made a complete study of the Department's leases and concessions, and reports that all leases and concessions are now in strict conformance with legal requirements. We have also had many meetings with Mr. Raymond S. Kimbell, General Manager, and his division heads, Mr. James P. Lang, Superintendent of Recreation, Mr. Bartle S. Rolph, Superintendent of Parks, Mr. Carey M. Baldwin, Director of the Zoo, Mr. George S. Harman, Supervising Engineer, Mr. Paul N. Moore, Secretary, and Mr. Robert H. Hoyt, the department's Business Manager, who recently resigned to enter private business.

It has been evident from the excellent coverage the department has received that a fine working relationship exists between the department, the press and other publicity media.





## Recreation and Parks (continued)

Upon our visit to Camp Mather our committee found this ever-increasingly popular family camp in excellent condition.

The Recreation Division has shown an increase this year in services to senior citizens and the pre-school child. The most exciting and interesting project of this division was the "Workrecreation Program," which employed 125 youths, ranging in age from 15 through 17, for a period of six weeks during the summer vacation. Evaluation of the program by both the youth and the supervisory staff of the department has been most favorable, and it is the hope of the Commission and the staff that more young people may be employed in this project next year.

The increased efficiency of this department has been apparent since the appointment of Raymond S. Kimbell as General Manager. Mr. Kimbell is a career man of many years service in this department. In former appointments to this most important position, the appointees were chosen from outside the ranks of the Recreation and Park Department. This Committee suggests that in the future the present policy should be continued, promotions to be made, where possible, from the ranks of this department, in order to maintain the present high standards of efficiency and loyalty.

The chairman of this Committee, in his position as an officer of the United States Lawn Tennis Assn. for the past fifteen years, has visited the majority of the large cities of the United States and has had the opportunity to tour and observe the public park system of these cities; and, without bias or prejudice, can truthfully say that we in San Francisco have the finest, as well as the best administered, recreation and park department of any he has seen.

This committee must also recognize the dedicated work of the Recreation and Park Commission, headed by Mr. Walter A. Haas, who so generously devote their time and talents to the administration of this department. In their decisions there is but one thought - the wants and needs of not only our citizens, but of the tourist population who enjoy the many facilities offered in this department. May we wholeheartedly commend their fine work.

Due to numerous motor accidents in Golden Gate Park, this committee recommends that white dividing lines be painted on all drives where they have not already been installed.

We also recommend that due to the completion of the new William M. Johnston Memorial Clubhouse in Golden Gate Park, and increased interest in the game of tennis, a tennis professional be appointed, and also that the tennis shop in the Clubhouse be utilized. This would bring a sizeable income to the City through a per centage of the gross income of the tennis professional in lessons given and through the sale of equipment in the tennis shop. A precedent has been established in the municipally-operated golf courses, which include golf professionals and golf shops for lessons and sale of equipment. Other major cities who have tennis facilities use this means of increasing income. There is also a



## Recreation and Parks (continued)

need for a tennis professional at Golden Gate Park in order to stimulate interest in this sport in this world-renowned "Cradle of Tennis."

It has also come to this committee's knowledge that for some years lessons have been given on the Park courts without the consent of the Department and, of course, without the consent and knowledge of the supervisor, Mr. Carnaglia, who has done an excellent job at these courts. By appointing a professional, this practice would be eliminated and additional income would revert to the City to help reduce the overhead of the Recreation and Park Department.

We also recommend that a campaign be inaugurated through the local press, coupled with properly placed signs, to combat the littering of our park and beach facilities with refuse. Citations should be given to offenders in order to stop this most inconsiderate and totally unnecessary practice. The public should be educated in every possible way to help keep our City clean and beautiful.

We wish to recognize the support and assistance this committee received from the other members of the current Grand Jury in our assignments, and to stress the privilege it has been to serve the City and County of San Francisco in conjunction with them. Also, we wish to amplify the fine relationship we have enjoyed with Presiding Judge Edward Molkenbuhr, District Attorney Thomas Lynch, Grand Jury Consultant David F. Supple, Court Reporter Arthur C. Silven, and Court Bailiff Frank McGloin, who, by their fine support and cooperation, have made our term a most pleasant one.

JAMES B. MOFFET, Chairman

JOSEPH W. HERBERT

THOMAS E. ROCK





## TRAFFIC

The City of San Francisco, due to its peculiar lay-out of streets of varying widths, lengths and directions, has always presented a traffic-control problem unequalled in any other city of comparable size. A comparison of San Francisco in 1940 to our city in 1959 reveals a population increase of 29%, a motor vehicle registration increase of 191%, a traffic crossings increase on the San Francisco-Oakland Bay Bridge of 135% and a traffic crossings increase on the Golden Gate Bridge of 274%. Increased motor vehicle accident occurrence has accompanied this growth with the result that 1958's accident experience is greater than that of 1940 by 64%.

Early in the year this Committee was taken on a tour of inspection of the Traffic Bureau of the San Francisco Police Department by Traffic Director I. Thomas Zaragoza. From this we learned that the duty of a traffic officer, in common with all members of the Police Department to prevent crime, protect life and property, detect and arrest offenders, preserve the public peace and enforce all penal laws and ordinances, is to specialize in enforcing the provisions of the California Vehicle Code and the San Francisco Traffic Code with the objective of accomplishing the safe and expeditious flow of pedestrian and vehicular traffic.

The following constitute the personnel assigned to the regulation of traffic:

Lt.	Sgts.	Patrolmen	Solo Motor-Cyclists	Crash Helmets
1	6	67	84	74

The patrolmen regulate the flow of traffic and the solo motor-cyclists cruise the streets and thoroughfares to enforce all traffic rules and regulations. In order to expedite their work, the Department urges that the number of patrolmen be increased from 67 to 80, of solo motor-cyclists from 84 to 93, and of crash helmets from 74 to 87, and this Committee strongly recommends that such increases be granted.

Within the Traffic Bureau is an Accident Investigation Bureau, of which Lt. L. J. Brenan is in charge. It is composed of an Analytical Division, headed by Sgt. C. E. Mitchell, which reviews all the circumstances connected with each accident in order to determine what preventive measures can be proposed to avoid its recurrence, and an Engineering and Survey Department, under the direction of Sgt. John E. Keenan, wherein accidents are plotted on a map to determine where and when they most frequently occur. From the foregoing analyses a high- and low-zone patrol system has been developed by Director Zaragoza in order to assign personnel to the positions where they are most needed. Inasmuch as the accident rate has increased, and because there has been no provision made for increased personnel, it is the recommendation of this Committee that the Bureau's request for 14 additional patrolmen





Traffic (continued)

in their 1960-61 budget be granted. This is of vital importance to every citizen of San Francisco.

It is also recommended that two civil service clerks be provided in order that two patrolmen may be released for field duty.

The Traffic Bureau has now in operation a roll call training program, and each week lessons are sent to the members of the Bureau. These lessons cover legal decisions as they affect traffic, first aid instructions, amendments to the Penal Code, etc. It is believed that these lessons will greatly increase the efficiency of operation.

The rising traffic death rate in San Francisco, both of pedestrians and motorists, is of major concern to both Director Zaragoza and Captain Moody. Every effort is being put forth to see what can be done to prevent these casualties. It is significant, in the analysis of the causes of these deaths, that the rate is highest among the very young (under four years of age) and the older persons (over seventy). There is soon to be launched an educational program consisting of half-minute radio broadcasts, warning the public about traffic hazards and how to avoid them.

At present a motor detail, known as Operation "O", is covering a period between 1 and 3 A.M. in areas having a high accident rate. Its primary purpose is to check every motorist passing a designated point as to his ability to drive a motor vehicle safely.

The Traffic Bureau on occasion requests the services of the reserve police to assist in handling traffic during parades, conventions, athletic events, etc.

Your Committee feels that the Traffic Bureau, in spite of its limited personnel, is doing an outstanding job, and that with an increase in available men its accomplishments could be even greater, both in the regulation of traffic and in the prevention of accidents.

The Traffic Committee wishes to thank Director Zaragoza and Captain Moody for their splendid cooperation and the many courtesies extended to us.

JOSEPH H. REISS, Chairman

ARTHUR F. SIDEMAN

JOSEPH J. TYNAN



## PUBLIC UTILITIES

The findings of the Committee in connection with the conduct of the Public Utilities of San Francisco during 1959 are hereby submitted.

The Grand Jury had many occasions during the year to examine, both in conferences with officials concerned and on a number of field trips of inspection, the San Francisco Water Department, the Hetch Hetchy System, the Municipal Railway and the San Francisco International Airport.

These utilities represent a multi-million dollar business so vital to the economic well-being of San Francisco that any assessment of them is also, in large measure, an assessment of the condition of our City.

In the light of this premise, it is a pleasure indeed for this Committee to report complete satisfaction with the present condition of the Utilities and with those responsible for their management. In connection with management, particular mention should be made of a noteworthy event for San Francisco which occurred early this year when Mayor Christopher and the Public Utilities Commission appointed Robert C. Kirkwood as Manager of Utilities to replace T. N. Bland, who had reached the compulsory retirement age prescribed by the Charter. Mr. Kirkwood brought to the position a wealth of legislative and administrative experience gathered from an impressive background which includes seven years in the practice of law here, four successive terms as Assemblyman from neighboring Santa Clara County, and six years as State Controller, the chief elective fiscal official of California.

The Committee has been impressed not only by the complete cooperation given it by Mr. Kirkwood, but also by the sound thinking, sincerity and courage which he has displayed in managing the Utilities. The acquisition by San Francisco of such a man is a fortunate augmentation of a staff that is replete in professional competence and dedication to public service.

The Committee believes it is not extravagant to observe that no city in the entire country has personnel superior to such department heads as James H. Turner of the Water Department, Harry E. Lloyd of Hetch Hetchy, Charles D. Miller of the Municipal Railway and Belford Brown of the Airport, and such bureau directors as George P. Negri of Accounts, Paul J. Fanning of Personnel and Safety and Bill Simons of Public Service.

The Committee would like to point out that Mr. Miller will retire next year after a career of more than a half century of service to San Francisco in the vital field of transit. His performance over the years has been so outstanding that he has acquired deserved stature as one of the nation's most highly regarded surface transit experts.

The first part of the report deals with the general situation of the country and the progress of the work during the year.

The second part of the report deals with the results of the work during the year and the progress of the work during the year.

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The seventh part of the report deals with the results of the work during the year and the progress of the work during the year.



## Public Utilities (continued)

Another retirement next year that will terminate 45 years of superior service to San Francisco of another dedicated official is that of Robert J. Macdonald, longtime (since 1943) Secretary to the Public Utilities Commission.

Following are comments on the various Utilities:

### Airport

Representing a fixed capital investment by San Francisco in excess of \$50,000,000, the Airport this year: (1) had approved by the Public Utilities Commission a magnificent Master Plan for the development of the terminal area, calling for the addition of two sub-terminal buildings and a vast parking facility for 6,000 cars; (2) saw the advent of commercial jet operations; (3) continued to attract more than 4,000,000 passengers boarding and deplaning annually; (4) received the decision of the Civil Aeronautics Board in favor of a third non-stop flight between San Francisco and New York; (5) provided employment for more than 12,000 persons, mostly by airlines, with an annual payroll in excess of \$75,000,000.

### Municipal Railway

Virtually a complete modernization of the Muni's transit fleet has been effected. The acquisition of 70 new diesel-powered Mack coaches under lease brought the modern coach fleet up to 380. Another 70 coaches, expected to arrive this month (December), will bring the fleet up to a final total of 450.

To serve approximately 655,000 passengers each day the Muni sends its vehicles over 488 miles of scheduled routes, making more than 500,000 stops daily.

### Water and Power Supply System

San Francisco's present and future water needs are guaranteed by a system planned as far back as 1901. Today this system has proven a virtual "water lifeline" for the approximately 1,500,000 people who live in the City and in its neighboring communities in parts of San Mateo, Santa Clara and Alameda counties. Water from the Hetch Hetchy system provides approximately 60 per cent. of the water supplied to customers, with 40 per cent. coming from Calaveras Dam in Alameda County and from the system of reservoirs located in San Mateo County.

San Francisco water bills today are 10 per cent. lower than in 1930 when the City took over from the privately-owned Spring Valley Water Company by purchase. The City's success in this respect is based on the development of power resources as a by-product of the Hetch Hetchy system.

A power plant with an 82,000 kilowatt capacity was constructed at Moccasin Creek, about 12 miles south of Sonoma. Power from Moccasin is transmitted to the Bay Area. Some is sold by the City to operate its Municipal Railway, its various municipal buildings, its street lighting system, its International Airport. Some is sold





Public Utilities (continued)

for industrial purposes.

In 1955, San Francisco voters overwhelmingly approved a bond issue in the amount of \$54,000,000 for two more large power plants in the mountains. The first of these, the Cherry, which will utilize water stored in Lake Lloyd and Lake Eleanor, is expected to be in operation, with power "on the line" by the fall of 1960; construction of the second power plant, the Canyon, is scheduled to start following the completion of Cherry.

CHARLES E. MORAGHAN, Chairman

DR. S. BARRE PAUL

ARTHUR SIDEMAN



## ADULT PROBATION

The Adult Probation Office is headed by John D. Kavanaugh, whose handling of this department has been so successful that it is assumed by the City that it is self-sufficient and needs no assistance. Consequently the repeated requests of this department for additional personnel have been ignored for years.

It is perhaps the greatest tribute to the fine executive ability of Mr. Kavanaugh that his employees are so dedicated to their work that they are handling larger and larger caseloads. The increased demands on these same workers is, in the opinion of this committee, an injustice, and they cannot, in all fairness, give sufficient attention and time to each case. New probationers this year totaled 4,058, and a total of 7,582 investigations were completed. Last year the Municipal Court handled a total of 1,027 drunk arrests and 351 drunk driving charges. In the Superior Court 450 offenders were granted probation, and 464 were denied. This caseload gives each probation officer 205 probationers to supervise. In just three years the caseload of this Division has increased 100%.

The Alcoholic Rehabilitation Unit has been added to this department, and the Family Division Unit has greatly increased in reciprocal referral matters. It is time the City realizes the great amount of work which is encompassed in this department, and accedes to the request of Mr. Kavanaugh for additional personnel.

It is interesting to note that out of 500 reports per month, at least 450 emanate from the Municipal Court. Pre-sentence reports for all Municipal Courts are prepared after investigations and interviews are held. Superior Court reports are in greater detail.

Probation officers visit the County Jail in San Bruno four days per week. Interviews are scheduled on all drunk charges, and group meetings are held. Contrary to popular opinion, only about fifty per cent. of those interviewed by this department are returned to jail on drunk charges. It is interesting to note that the work does not end here, but the family affected is counseled and interviewed. Last year 7,582 investigations were conducted covering 4,263 probationers, by substantially the same personnel as in 1954, when 4,524 investigations were conducted. It is apparent from these figures, as well as from the fact that overtime during the year amounted to 650 paid man-hours, that these conditions cannot be allowed to continue.

An examination of cases in the Municipal Court reveals that burglary, petty theft and traffic violations start the pattern of crime from 18 to 20. The traffic offenses continue from 21 years of age, coupled with failure to support, until the age of 33. At that time the largest offenses are on drunk violations, coupled, of course, with failure to provide.



## Adult Probation (continued)

Because of this fact, the Alcoholic Rehabilitation Unit was organized in 1957, at which time it was found that approximately fifty persons are arrested as drunk each day--one-third of all cases. The rehabilitation of these persons, while perhaps the most difficult of all cases, is necessary because of the effect on other agencies, such as Public Welfare and Aid to Needy Children. If even a small percentage are rehabilitated it will benefit the community. Counseling in this department includes employment and financial counseling, as well as marriage counseling, conferring not only with the family but with the creditors of the alcoholic, and assisting in problems affecting his legal dependents. Persons acting in this capacity must be qualified probation officers. The program is now beginning to show results, and this committee commends the work the probation officers are doing in this division.

The Adult Probation Office is likewise charged with making collections from persons who have failed to provide for legal dependents under Section 270 of the Penal Code, also enforcing collections from those cases referred by the District Attorney under the provisions of Section 641.1 of the Welfare and Institutions Code, and also legal dependents under the Uniform Reciprocal Enforcement of Support laws. The demands placed on this department are continually growing, and now the community is well aware, after considerable publicity on the Needy Children Program, that when collections cannot be made in this department for whatever reason, the money for support of these dependents will have to come out of the pockets of the individual taxpayers. It is impossible for four probation officers to adequately supervise 1,600 probationers.

In the Aid to Needy Children Program, the Legislature provided in its budget for an additional two years of spending. Knowing that this money will continue to flow in ever-increasing amounts for the next two years, it is most urgent that sufficient probation officers be appointed to effectuate collections from those who are avoiding their responsibility. Mr. Kavanaugh remarks in his annual report that "Every dollar spent to bring the staff in this division to a functioning level would bring a return of more than 100% in increased collections."

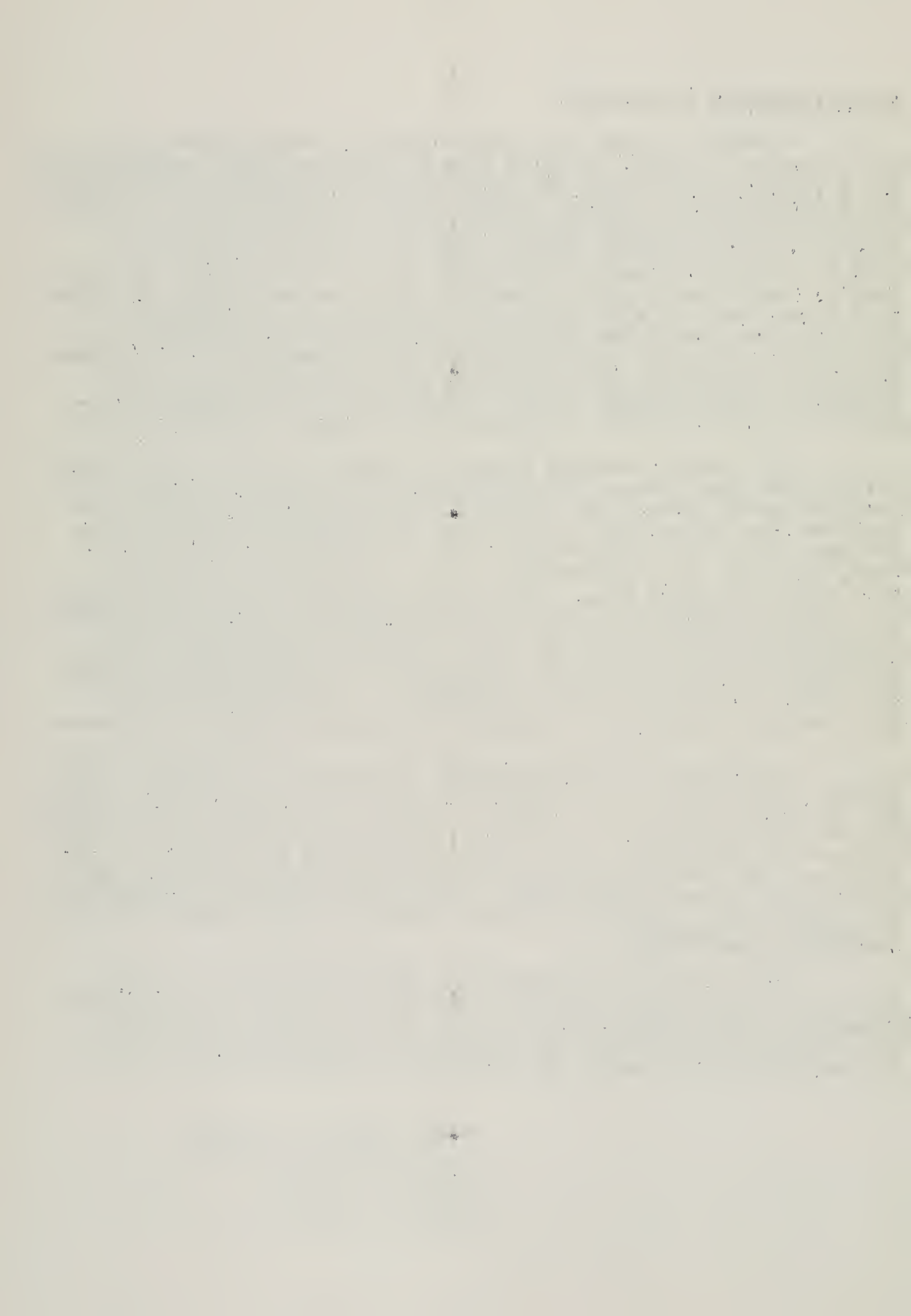
The Grand Jury commends Mr. Kavanaugh on his excellent handling of this Department. We heartily recommend to the Finance Committee of the Board of Supervisors a review of the needs of this department in direct relation to the increased revenue that is possible by increasing the personnel of this office.

ESTHER HOLLST, Chairman

ATTILIO CHIAPPARI

JOSEPH H. REISS





## SHERIFF

The Sheriff's function in the City and County of San Francisco embraces seven main categories, which are listed below with appropriate comments:

(a) Management of the Civil Department, which last year processed legal writs involving \$806,772 in money, possessions, etc. In recent years there has been a tremendous increase in the workload of this department, with almost no personnel added during the last ten years. As an indication of the increased load, the amount of properties attached five years ago was \$546,702 (compared to the figure above). The number of employees should be increased immediately to enable the Sheriff to provide better services which are required by law. This department has been handicapped for a long time, and the Sheriff has found it extremely difficult to get relief in his budget.

(b) Supervision over all bailiffs (41) in the Superior and Municipal courts, both civil and criminal.

(c) Management of four county jails. Last year, daily average population was 922, with 10,036 new admissions. The following table shows the increased load on this department over the last four years. This Committee has criticized the Finance Committee of the Board of Supervisors in another report, and now reiterates its criticism of that committee for rejecting requests for additional jailer personnel at County Jails Nos. 1 and 2. Your Committee has made numerous day and night inspections of both jails. Our investigations showed that both were greatly understaffed during the night watches. We feel that one captain and three jailers on the night watch are inadequate to handle 800 or more prisoners in separate, locked cells. It is particularly important, considering what might happen in the event of fire, riot, or a severe earthquake. It is our opinion that it would create a national scandal if it were brought to the attention of the public that only four persons were guarding more than 800 prisoners. The Board of Supervisors as a whole is urgently advised to make a personal inspection of the jail facilities before rejecting the Sheriff's request for additional jailer personnel.

We also strongly urge the Board of Supervisors to appropriate funds for the purchase of additional cattle. If this were done, it would greatly contribute to the economy factor by making the jail more self supporting, and would provide needed work therapy to alleviate jail idleness.

It is significant to note that the department has operated efficiently with an increase of only four new jailers. It should also be noted that the average daily count of prisoners has leveled off this last year, due in part to the correction and rehabilitation program carried out at the jail.



Sheriff (continued)

NUMBER OF PERSONS COMMITTED TO THE  
COUNTY JAIL FOR SPECIFIED OFFENSES

	<u>1955-56</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>
Felony	584	715	944	1,272
Federal	1,219	1,321	1,451	731
Misdemeanors	<u>5,576</u>	<u>6,835</u>	<u>7,438</u>	<u>8,033</u>
	7,379	8,871	9,833	10,036
Average Daily Prisoners	673	834 (up 24%)	882 (up 5.7%)	922 (up .4%)
Vagrants/Drunks	2,100	4,100	4,370	4,172

(d) Management of County Jail Farm of 110 acres, adjacent to San Bruno Jail, which last year produced more than 400,000 pounds of edible produce, principally by use of voluntary jail labor. This jail farm, efficiently operated, enables the Sheriff to feed his prison population on a daily food budget of 47¢ per prisoner for three meals.

(e) Supervision of correctional and rehabilitation program at the county jail, using psychiatric and counselling services and assistance from private welfare agencies. This program has been reported in the annual report, 1958-59, of the Department of Public Health. This practical and humane program has returned many alcoholic offenders to useful living and has saved the tax-payers considerable money.

(f) Chairmanship of the County Parole Board, which holds monthly oral hearings of inmates seeking release. (Of almost 150 inmates paroled in the last 20 months, only one prisoner was re-arrested.) In this period, 900 applications were heard by the Board.

(g) Business management of the Sheriff's Office, with an annual budget exceeding \$1,300,000 and a payroll of 171 permanent employees. This last year, the sum of \$125,995 in fees collected by the department were turned in to the General Fund.

Sheriff Carberry most certainly should be commended for the outstanding and efficient manner in which his department is conducted. We were greatly impressed with his statistical knowledge of this department, which is perhaps due to his background, wherein he spent three years as a member of the Board of Supervisors. His eleven years with the San Francisco Police Department has equipped him with a thorough knowledge of law enforcement. As an experienced public accountant he has the executive ability to supervise one of the best departments in our City government. The morale of this department is excellent, and we feel he is fortunate to have people in the key positions who are most loyal and dedicated to their work, such as Under-Sheriff John P. Figone, Howard Dunn, Chief of the Civil Division, Frank Smith, Superintendent of County Jail No. 1, and Thomas Burns, Superintendent of County Jail No. 2. During this last year Sheriff Carberry instituted at the





## Sheriff (continued)

County Jail tubercular x-ray examinations for all prisoners on admission. This has been done at no cost to the taxpayers. The equipment and services of a technician have been donated by the San Francisco Tuberculosis Association. In a recent report of the Association this program was praised as doing "an excellent job."

We are justly proud of the Sheriff's Department, particularly when public opinion has the general idea that City government is often wasteful with the taxpayers' money. The citizens of San Francisco are most fortunate in having Matt Carberry as their Sheriff.

## BOARD OF SUPERVISORS

The Board of Supervisors and its committees serve as the legislative body of this municipality, and might be deemed a one-house local congress. The eleven members, who are elected at large, rather than by wards or districts, process an amazing amount of potential and realized legislative matters, and establish the policy for a tremendously wide scope of civic activities and improvements.

The overwhelming amount of detail which is processed by the Board during its weekly meetings and after committee hearings, which are often lengthy and extensive, is forcibly brought home when one considers that the Board enacts approximately 2,000 pieces of legislation annually, and considers almost twice that number and disposes of them by other enactment. The Board approves public welfare payments; carefully scrutinizes, and then establishes, the annual budget of the City and County; determines, as an appellate body, appeals and other decisions of the City Planning Commission; sits annually as a local board of equalization and adjusts assessments; closely screens and makes additional appropriations for all departmental purposes; purchases, leases and sells real property; reviews proposed bond issues and charter amendments and, if appropriate, directs their submission to the voters; establishes salary schedules for all City employees; and generally exercises not only a legislative, but also a supervisory, control of the entire local government through its grasp of the "purse strings."

During 1959, by way of illustration, the Board of Supervisors has been confronted with, and has completed legislative enactments concerning, the following facets of San Francisco's community affairs:

1. City-wide survey of off-street parking facilities in outlying districts.
2. Additions and alterations to the Youth Guidance Center.
3. Employment of a legislative representative in Washington, D.C.
4. Creation of a Federal Legislative Committee.
5. Creation of a Community Mental Health Service Program.
6. Survey of proposed Skyline-National Parkway.
7. Prohibition of certain advertising adjacent to freeways.



## Board of Supervisors (continued)

8. Approval of Redevelopment Plan for Embarcadero-Lower Market Project.
9. Approval of longer maximum terms (50 years) for surplus Airport property.
10. Authorization for integration of Social Security and local Retirement System benefits for City employees.
11. Approval and implementation of numerous projects, including:
  - Sutter-Stockton Garage;
  - Alameda-York Parking Plaza;
  - Widening and improvement of many streets and boulevards, such as Clarendon Blvd. and Webster Street;
  - Candlestick Park and Parking Plaza;
  - Workable program for Urban Renewal;
  - Canyon - Cherry water and power facilities;
  - Interior Green Belt;
  - Restoration of Crocker-Amazon Reservoir Tract;
  - Western Addition Special Project (a social services experiment);
  - Hall of Flowers;
  - Administrative Code for the City and County;
  - Salary Standardization Survey.

In addition, to further illustrate the tremendous scope of duties devolving upon it, the Board of Supervisors in the last year took action upon the following matters:

Acceptance of gifts, including the Brundage Oriental Art Collection and the Johnson donation for the Palace of Fine Arts;  
Sale, lease and purchase of land; e.g., Airport expansion; redevelopment projects; Hall of Justice; parks and playgrounds;  
Traffic regulations; e.g., parking and stopping prohibitions, one-way street designations, stop intersections, angle parking, etc.;  
Permits to encroach upon streets, for loading zones, etc.;  
Acquisition of Marine Corps Supply Depot land as site for Wholesale Produce Market;  
Taxes, refunds and cancellations;  
Completion of the new Federal Office Building;  
Opposition to construction of certain freeways;  
Establishment of districts for underground utilities;  
Location of Far Eastern Troop Ship Operations in Bay Area;  
Initiation of citizens' committees for reception of distinguished visitors, civic events, etc.;  
Screening of, and recommendations concerning, proposed state legislation on wide range of subjects affecting the City's interests;  
Appointment or ratification of Board members to various civic bodies, such as Bay Area Council, Redevelopment Agency, Mental Health Services Advisory Board, Bay Area Air Pollution Control District, Bay Area Rapid Transit District, Golden Gate Bridge and Highway District;  
Opposition to proposed Tiburon Bridge;  
Memorializing Congress to approve payments to local governments in lieu of taxes;  
Settlement of scores of claims and litigated actions;  
Contracts for parking meters;





## Board of Supervisors (continued)

Civil service matters, including waivers of local residence requirement, and administration of examinations for sole applicants;  
Delineation of Juvenile Court duties re assistance for minors;  
Endorsement of principle of Golden Gate Authority;  
Closing of streets, permanent and temporary;  
Urging preparation of new plans for a southern Bay crossing;  
Approval of public welfare matters;  
Approval of subdivisions, and grade changes;  
Sales of bonds;  
Approval of additions to list of county roads, for state subventions;  
Adjustment of departmental inventories;  
Screening of bond issues, and reference to electorate;  
Screening and submission of charter amendments;  
Leases of buildings for health center, branch libraries, etc.;  
Fixing of patient rates for Department of Public Health;  
Establishment of policy of cooperation with Bay Area Rapid Transit District;  
Initiation of investigation of Aid to Needy Children Program;  
Initiation of studies for Pacific Heights Tunnel.

In reviewing the affairs of the Board of Supervisors, your committee would be remiss if it did not extend worthy praise to the Finance Committee of the Board for the ponderous job involved in scrutinizing the annual budget estimates submitted by the various departments of the City government. Although this committee of the Grand Jury did not agree at all times with deletions from the budget, and in particular the requests of the Sheriff for additional jailers or of the Sealer of Weights and Measures for a new fluid testing facility, regardless of our differences we wish to commend the Finance Committee for their conscientious and intelligent approach in determining the items that will constitute the budget as finally adopted.

Your committee is critical of certain members of the Board of Supervisors who have shown undue interest in the affairs of various contractors and realtors. We feel that public sentiment should be considered above private interest, and it is our opinion that the Supervisors would do well to heed the protests of their constituents.

The Clerk of the Board of Supervisors, Mr. Robert Dolan, is a dedicated city employee who supervises a highly trained staff which processes all matters coming before the Board. The Supervisors are most fortunate in having for its Clerk a person of Mr. Dolan's ability.

The Charter of the City and County of San Francisco is the formal writing which creates and establishes the municipality's rights and privileges. It is the foundation of our legal rights. However, our present Charter is now over twenty-six years old, and it has become necessary over the years to amend and materially change and alter its provisions. The necessary changes are consistent with progress, but it has become quite apparent in recent years





Board of Supervisors (continued)

that amending the Charter has become a matter of habit and convenience. There is now very little left of the original document.

Some time ago a committee was created to study this problem. So far this committee has met on two or three occasions to discuss the subject, but nothing has been accomplished thus far. This Committee feels that immediate consideration of this problem is vital and that a workable Charter should be drawn promptly. The present charter is no longer a guide--it is an exception. Amending or waiving a charter provision should be a very difficult matter of accomplishment, and if it is not made so, the document itself has no meaning.

ARTHUR F. SIDEMAN, Chairman

THOMAS E. ROCK

JOHN P. ANDERSEN



## CORONER'S OFFICE

The San Francisco Coroner's Office is headed by Dr. Henry W. Turkel and, with a total staff of 30 persons, is operated on a 24-hour day, 7 days per week basis.

Comparing the statistics relating to the office with those from other large centers in the country reveals the San Francisco office to be an active and aggressive one pursuing the responsibilities assigned to it with more vigor and thoroughness than any other. It was, no doubt, for this reason that the Institute of Public Affairs of the University of Texas in its 1959 report on the function of the "Medical Examiner in Texas", troubled to mention the San Francisco Coroner's Office as one of the best in the country. This committee, upon completion of our survey, thoroughly agrees with the manner in which the Coroner's Office is operated.

While the Coroner's budget has risen in proportion to the general increase in wage and living costs, this rise has been only in salaries. The obvious improvement in service rendered over the past five years has been accomplished without a single added employment.

The physical facilities of the morgue were remarkably improved in 1955, in great part through the instigation of the 1953 and 1954 Grand Juries. The improvement did bring about an air of cleanliness and dignity which has been well maintained. The operating rooms and laboratories are clean, well lit and essentially odor free. Their appearance is similar to what one might see in a well kept hospital, as properly it should be.

The Coroner reports that the new Coroner's Office, which is to be an integral part of the new Hall of Justice, is progressing very satisfactorily. He states that the cooperation of the City Architects and the Project Architects has been very gratifying to him, and the time they have given evidences a keen interest on the part of those two groups to see that the City and County gets full value received for any monies it expends on the new building.

The committee inquired into the handling of Coroner's inquests by the present Coroner and found them to be handled very smoothly and effectively. In the manner in which they are handled they do perform a necessary and vital function in the administration of justice and in the affairs of the community. The oft repeated reflections on the merit of the inquest as a carry-over of an old and ancient procedure is not borne out in practice.

THOMAS E. ROCK, Chairman

WILLIAM G. MENARY

JAMES B. MOFFET





## POLICE

The members of your Police Committee wish to express our combined thanks to the Police Commission and to Chief of Police Thomas J. Cahill for the open, forthright cooperation extended to us during this past year. We have, singly and collectively, spent many, many hours with the Police Department observing every phase of its activities. We have been definitely impressed by the tremendous demands placed upon them, and the smooth, effective manner in which these challenges have been met. We have been privileged to observe at first hand the development of plans to meet a multiplicity of problems and to personally observe the action taken to minimize or eliminate such problems.

Screening of Recruits. It was interesting for us to note the very rigid screening conducted of would-be applicants for this department. During the past year, of approximately 1,200 applicants who met the height, weight and educational requirements for admission to the department, only 153 were deemed acceptable.

Recruit Training. The present 14 weeks schedule of recruit training given at the Police Academy is now recognized as one of the finest police courses in the United States. In addition to qualified police authorities, outside experts instruct during this period on such subjects as psychology, human relations, ethics, and the particular problems of minority groups. This is one of the few police training schools in the country which has adopted such a program for the training of its recruits. This program is being copied by many other jurisdictions.

Having observed the highly selective screening and the excellent instruction of the recruit, we were anxious to observe results as applied to actual field police operations. This year afforded many opportunities for us to personally observe the members of this department in many varied situations. For the sake of clarity, we will set forth the most impressive ones which are intended to be descriptive rather than all-inclusive.

Crime Prevention Program. We were appalled to learn that crime in San Francisco had been definitely on the increase, as it was throughout the State of California and the entire United States. Crime prevention has become a cornerstone in the present police program. We learned with interest of the DIRECT crime prevention program which had just been instituted, and which the Police Department refers to as "Operation S." This operation consists in the selection of young, aggressive, "con-wise" officers selected from every unit of the department, operating in unmarked cars, patrolling the potential trouble spots of the City where a detailed study had revealed that the crime potential was highest. This "Operation S" was put under the direct command of Deputy Chief Alfred J. Nelder, a vigorous, dedicated, highly respected police executive. The benefits derived from this Operation and its impact on the crime picture are little short of astonishing. Since its



## Police (continued)

inception in late October, 1958, major crime in San Francisco has decreased sharply over the corresponding periods of the previous year. In some instances the reduction has been as high as 15.9%. This Committee has been privileged to sit in on the briefing sessions of "Operation S" and have listened to Deputy Chief Nelder explain the particular crime situation of the hour and listen to his detailed instructions and assignment of personnel. We have actually patrolled the streets of San Francisco with the members of "Operation S", and it is our firm conviction that if all members of this Grand Jury could be so privileged, your opinion of the value of this operation would equal ours.

From the INDIRECT aspect of crime prevention, we have noted with interest the close cooperation between the District Attorney, the Juvenile Court officials, School Department officials, and the Police Juvenile Bureau in their efforts to prevent tomorrow's crime by guiding the youth of today.

Narcotics. We have visited with and have been impressed by the work being performed by the Narcotic Unit. During the past year, the Nalline Clinic has been established as an integral part of the crime prevention program for the examination of known and suspected narcotic users. The full value of this program cannot be fully estimated at this time, but this Committee feels that the Nalline Program and the work being performed by the Narcotic Unit is a definite crime deterrent.

Rules and Manual of Procedures. Early this year the department issued its new Rules and Manual of Procedures which serves as an operating guide to desired methods of operation and performance.

Police Athletic League. In an effort to assist many children to whom close contact with a police officer in supervised recreation might mean the difference between delinquent and non-delinquent, the Police Department administrators have joined with the Police Officers Association in the establishment and operation of a Police Athletic League. The individual officers who coach the various teams do so on their own time. This Committee feels that such a program is certainly a definite benefit to the Crime Prevention Program. The Police Commission and the Chief of Police are to be complimented for their support of this program.

Major Events. All of us have, on occasion, observed the members of the Police Department while on assignment at parades, football games and other civic events where large crowds congregate. During the past year, three of the most important representatives of the Soviet Union visited San Francisco. The most important of these, Premier Nikita Khrushchev, brought with him what has been referred to as "the last hope of the free world." Your Committee observed at first hand the detailed preparation for this most important visit. It is a definite tribute to the Police Department that the visit to San Francisco of Premier Khrushchev stood out in his mind as the most enjoyable and the best handled portion of his





## Police (continued)

visit to the United States. We would like publicly to commend Chief Cahill and the members of his department for this contribution to world security.

The Future. At present, the new Hall of Justice is rapidly nearing completion, and we have examined the plans for the Police Department's area of this new structure. We were extremely interested in the amount of detailed work already accomplished for the occupancy of the new Hall of Justice. The Police Department has already formulated detailed plans and specifications covering both the move to and the occupancy of this building upon its completion.

New Central Police Station. The Central Station is physically located immediately behind the present Hall of Justice on the first floor of the building housing the County Jail. This station shares the boiler plant and lighting system which is used in common with the present Hall of Justice and the County Jail. The area covered by this Central Police District will encompass the Redevelopment Area proposed for the present Produce Market. It is imperative that the Police Department plans for the relocation of this station and the construction of a new building be given the highest type of priority, so that the present Hall of Justice and the County Jail may be abandoned. We have examined the proposed site and the requirements of the Police Department for the construction of this building.

This Committee has visited every station, bureau, unit and detail of the Department during the past year. It was graphically brought to our attention that the Police Department is definitely undermanned. When one considers an operation extending in scope for 24 hours a day, 7 days per week, rain or shine, Sunday or holiday, you soon realize that manpower for this type of coverage becomes a very important consideration. Time did not permit this Committee to make a detailed survey of the exact manpower requirements of the Department. We can, therefore, only strongly endorse and recommend that careful consideration be given to the manpower requests as set forth by Chief Cahill.

Equipment. We were pleased to note that the Police Department presently operates on a new concept embracing the two-fold function of mobility and communications. Each Department vehicle, including motorcycles, is equipped with two-way radio. Thus, every vehicle, no matter what its primary assignment or the destination of the individual operator, at any time is immediately available to handle any emergency call. The number of times in which such vehicles do respond struck us with particular interest. There is, however, one serious flaw in the equipment picture - the mileages run up by police vehicles is quite high. We have ridden in many police cars with upwards of 70,000 to 100,000 miles. To expect a police officer to give chase to a criminal who provides himself with only the best automotive equipment seems to be unfair. We would strongly recommend that the Mayor and the Board of Supervisors give careful consideration to the Police Department's request that all police vehicles be replaced at 60,000 miles. We believe that any additional cost occasioned by the implementation of this program will





Police (continued)

be more than offset by the added vigor exercised on the part of the motorized police personnel.

In addition to the work of detecting and solving major crimes, the Police Department is in charge of the less dramatic job of issuing permits and licenses for business firms. This is an important phase of police work, inasmuch as the Department has the duty of determining if the merchant is the type of businessman who would be a credit to our City, and would not deceive and mislead the buying public. Business firms in downtown San Francisco pay a great percentage of our personal property taxes, real estate taxes, and other forms of business taxation. The Police Department is charged with the duty of protecting legitimate business in San Francisco, and it should be vigilant to recognize the itinerant vendor who swoops into town at the beginning of a holiday season and sends out announcements to the local trade that he is in business in some hotel. Without a license or the necessity of paying a City tax, this type of itinerant vendor comes to the City at the height of the busy holiday trade and takes away the sales that local merchants have been waiting for all year. The caravaning of these sales have become big business, and this Grand Jury feels these phony sales should be carefully checked and the operators should be obliged to apply for a permit and submit an inventory of the merchandise to be sold. A license fee of at least \$50 per day should be a condition to the doing of business on such a transitory arrangement. In other words, the Police Department should assist legitimate businessmen by preventing phony promotions and sales. The Police Department should be complimented on their excellent handling of auction sales and closing-out sales, and their continuing vigilance is earnestly solicited by San Francisco business.

In conclusion, this Committee feels that the Police Department is in excellent condition. We were particularly impressed with the vigor, enthusiasm and attitude of Chief Cahill. He gave every appearance and indication of knowing exactly where he was going and the manner in which he intended to get there.

THOMAS E. ROCK, Chairman

WILLIAM G. MENARY

JAMES B. MOFFETT



## MAYOR

Under the charter form of government, adopted in 1932, the Mayor is the chief executive officer of the City. He is responsible for the enforcement of all laws relating to the municipality, and for the review of the annual budget, which he must submit to the Board of Supervisors. Under him are the following departments: Police, Fire, Board of Permit Appeals, Recreation and Park Department, Library, Trustees of the War Memorial, and Art Commission. He also submits, for the approval of the voters, the names of appointees to the Board of Education. The Mayor, together with the Chief Administrative Officer, has charge of the Publicity and Advertising Fund. In addition, the Mayor's office must participate in many other functions. In short, the Mayor is the "Captain of the Ship."

The Mayor's immediate official family is composed of an Executive Secretary, a Confidential Secretary, and a Personal, or Appointive, Secretary. These are selected by the Mayor himself. In addition there are several civil service appointees. The most important of these are the Administrative Assistant and the Public Service Director. Together, this group of employees are designated as "aides,"

The Executive Secretary is Mr. Joseph Allen, upon whom the Mayor depends for carrying out many functions of his office. He has been variously called the "chief of staff", "chief assistant", and "office manager." He was previously secretary to the Fire Commission and also to the Library Commission. For many years he was secretary, and later president, of the powerful Municipal Employees' Executives' Association--the M.E.E.A., as it is known. Mr. Allen attended the University of San Francisco, where he was prominent in campus activities. During the war he served in the United States Navy, and rose to the rank of Commander. He is a friendly, warm and affable chief of staff, and an exponent of the "soft sell" in government. He is particularly skillful in getting things done, and as such is the right hand of the Mayor. Seasoned City Hall politicians rate him "tops" in his office.

The duties of Confidential Secretary are performed by Mr. Mark Gerstle III. The duties of this office concern themselves with research, special assignments, quasi-personal correspondence and publicity. Mr. Gerstle is the youngest member of the official family, and he has endowed his office with a quiet, precise, academic, "Ivy League" background.

The Personal Secretary is Mrs. Peggy Smith. Her duties are concerned with the Mayor's appointments, phone calls, correspondence, calendar and bookings and the various duties peculiar to an executive's personal secretary. Her office is the sensitive "nerve center" of the administration. The Secretary's previous experience in government was as an administrative assistant in the Juvenile Court.





## Mayor (continued)

The Administrative Assistant is Mr. John Mootz, a veteran municipal civil servant. He is currently president of the M.E.E.A and was formerly secretary of the Retirement Board, both positions seemingly stepping stones in the City Hall hierarchy. The duties of the Administrative Assistant are concerned with the all-important field of finance. He is charged with the fiscal problems of the administration. He reviews, analyzes and recommends to the Mayor, for his approval, the budget and supplemental appropriation requests of all City departments.

The Public Service Director is Mr. John D. Sullivan, who was born and educated in San Francisco. The duties of this office are concerned with complaints, correspondence, information, special events, legal and diplomatic ceremonies. He is "chief of protocol" and may represent the Mayor in his absence.

In addition to the above key personnel in the Mayor's office there are the usual office force, or staff, numbering twenty-three, consisting of stenographers, general clerks, telephone operators and messengers.

One is impressed with the energy and activity generated by the office staff. The accent is on youth and vitality, and, as one member of the staff explained, "The desire to serve here is contagious and comes down to us from the top." The Mayor is said to run a taut ship.

What kind of a man is the Mayor? And what is the proper assessment of his service as mayor? To make an observation on the Mayor in a political year is simplified, since there are many sources of information available.

The effectiveness of Mayor Christopher is due to his remarkable physical fitness. He seems to possess the vitality of three men, and he inspires his associates with the same energy. In his daily activity he is forthright and performs his civic duties with scrupulous honesty. Often he is blunt. His business training prompts him to make quick, on-the-spot decisions. Once the Mayor makes up his mind he pursues his plan with steadfast doggedness. He abhors mediocrity in government, and he has absolutely no fear where principles are involved.

In our various trips to the Mayor's office it was noted that he is a "clean desk" executive; there is an absence of clutter. A rolled-up map of Candlestick Stadium, within reach of the Mayor - a reminder that Big League baseball has come to San Francisco - is the only unusual item one notices.

On assessing the achievements during Mayor Christopher's tenure of office, the following items are presented:

(1) The current building boom in San Francisco, representing an excellent barometer, indicating the economic climate locally.



Mayor (continued)

- (2) Construction employment, with a payroll of \$120,070,814, involving 18,000 civilian workers.
- (3) Projection of the "Golden Gateway" involving 16.3 acres and 2,200 dwelling units, encompassing over \$200,000,000.
- (4) Completion of one-half of the apartments in the Yerba Buena Annex, Ping Yuen Annex, and Hayes Valley housing projects, especially designed to make them suitable for elderly residents, and finally the Double Rock development, aimed at housing larger families.
- (5) Relocation of the produce market in the Islais Creek depot now used by the U. S. Marine Corps.
- (6) Increase of off-street parking space by 61%.
- (7) Increase and expansion of the school system in San Francisco, covering 17 projects, several of which are already completed; although this necessitated raising the statutory tax limit from \$1.80 to \$2.25.
- (8) Construction of new branch library facilities.
- (9) The decrease in the crime rate in San Francisco, attributable to fine police work; and the expansion and reconstruction of the Fire Department.
- (10) Increase in the facilities of the International Airport and its modernization to accommodate the Jet Age.
- (11) Maintaining and holding the tax rate to a minimum, in spite of the continued inflationary spiral of past years.
- (12) The practice of strict economy in government, without drastically curtailing the essential services to which the people of San Francisco have become accustomed.

These remarkable achievements were brought about mainly by the drive and energy of the Mayor himself. However, he is supported not only by top staff officers, but also by leading civic officials who serve on his many commissions and committees.

Any municipality is known by the type of men it attracts. This administration has rallied top leaders in industry, management, labor and the professions to its various commissions, mainly because of Mayor Christopher's prestige. The commissions--Police, Fire, Public Utilities, Recreation and Park, etc.--are composed of members representing a cross-section of the best of the City's varied interests. Furthermore, the administration has been free of the slightest taint of graft, corruption, scandal, misappropriation of funds, or favoritism. "Honesty in Government" has been the keystone of the Administration.

On November 3, 1959 the voters expressed their appreciation of the conduct of the Mayor's administration. Seldom if ever in the history of San Francisco has an incumbent mayor received such an overwhelming victory.

The Mayor, his office, and his achievements have been presented in summary as this Committee's report for 1959. One phrase sums up the spirit of the administration: "He Gets Things Done."

DR. S. BARRE PAUL, Chairman  
MISS MILDRED BELL  
JOSEPH J. TYNAN





## ASSESSOR

Members of this committee held several meetings with Assessor Russell L. Wolden and his chief assistants.

Operations of the Assessor's Office are regulated by provisions of the Revenue and Taxation Code of the State of California. It is the duty of the Assessor to locate, value and list all assessable property within the City and County of San Francisco for taxation purposes.

In the discharge of his constitutional duties, the Assessor has a permanent staff of 140 persons. The personnel are divided into twelve divisions: land, building, personal property, business audit, personal property records, real property records, tabulating, veterans, public service and information, warehouse-probate, marine and administrative.

The work of all these divisions is summed up in the annual assessment roll. Since 1941, the assessment roll has shown a steady increase reflecting the higher values of San Francisco properties.

During the year 1959-60 the roll showed an assessed value of \$1,805,180,092, a gross increase of \$53,071,871 over last year's roll. However, \$35,334,347 of this increase represented solvent credits which are taxable at 10 cents per \$100 of assessed valuation.

In his discussions with the committee, Mr. Wolden pointed out that the increase in land valuations amounted to only \$1,611,070. The impact of purchases by Federal, State, local government, the School District, Housing Authority and Redevelopment Agency added up to a loss of \$1,476,775 in assessed land values alone.

Valuation of buildings in the year increased \$32,783,305 over last year. 1,503 new buildings of all kinds were started and/or completed and more than \$4½ million of the building increase was due to alterations which resulted in 3,528 increases in existing assessments. Assessor Wolden reported that 402 buildings were demolished and these building losses from the roll, due to governmental acquisition, amounted to \$1,447,500 in assessed value.

Mr. Wolden expressed his concern to the committee over these continuing losses of taxable properties in geographically restricted San Francisco which has caused gradual shrinkage of the property tax base.

The committee agrees with the Assessor that the long-range effect of continuing governmental acquisition of taxable property should be carefully weighed by responsible public officials, since the remaining property owners must carry the





## ASSESSOR (continued)

load in higher tax rates. The committee believes that support should be given to his long-standing two-point program: (1) properties owned by Federal and State agencies should be taxed in the same manner and to the same extent as privately-owned properties and (2) San Francisco should seek new taxable areas by reclamation of tidelands and consolidation of contiguous areas.

The committee believes that if the Assessor could obtain additional personal property appraisers he could step up his program for auditing of business inventories. In this connection, the Assessor is to be commended for instituting his program of auditing firms whose headquarters are located out of the State but who maintain businesses in San Francisco. During the last ten years this program has yielded more than \$1,200,000 in additional tax revenue.

The committee members read reports of the State Board of Equalization on the operations of the San Francisco office, noting that the State Board has recommended staff increases and an enlarged office area. The committee expresses the hope that the Mayor and the Board of Supervisors will give serious consideration to these proposals in their review of the Assessor's budget.

We found the operations of the Assessor's Office to be conducted with maximum courtesy and service to the public. We were impressed with Mr. Wolden's profound understanding of the complexities of assessment procedures and his constant concern for the welfare of property taxpayers. Under his direction, taxpayers are assured of fair and impartial assessments by his office.

Mr. Wolden is held in high esteem among assessing officers of the State and nation. For a number of years he served on the executive board of the National Association of Assessing Officers and is a past president of the State Association of County Assessors. He has continued his leadership activities in the State Association, guiding many of its policies on assessment practices. Finally, we believe he is to be commended for his efforts in the State Legislature in defeating proposed legislation inimical to the best interests of home owners and business men.

HAROLD STELLING, Chairman

J. JOHN ROWAN

GEORGE H. SCHOMER



## ART COMMISSION

The City Charter in 1932 provided San Francisco with an Art Commission, and since that date this Department has distinguished itself, not only in its beautification of our city, through its public buildings and statues, but through our famous San Francisco Symphony, and its popular Pop concerts. The members of this Commission serve without remuneration, and meet on the second Wednesday of each month. The President of this Commission is Harold L. Zellerbach who has acted as President since 1948, ably assisted by Vice President John K. Hagopian.

The 1959 Season for the San Francisco Symphony drew capacity crowds under the baton of Maestro Arthur Fiedler. More than five thousand persons attended each performance. Under a Charter provision adopted in 1935, one-half cent of the tax rate is set aside to assist the San Francisco Symphony. The Art Commission is not answerable for the management of the symphony nor accountable for the fact that the Symphony is now operating with a deficit. The recent publicity should not reflect adversely on the Art Commission, as the San Francisco Symphony Association is directly responsible for its own operation. The Art Commission has always tried to encourage young people to attend the concerts, and has purposely kept the cost of tickets at its present low price. The Pop Concerts have encouraged young Bay Area artists to perform with the Symphony.

The Arts Festival in its thirteenth year, was undoubtedly the finest Festival yet given. Mayor Christopher had the foresight to realize that adequate funds would be necessary to set up the Festival, and was successful in making available the sum of \$12,500.00 for this purpose, as well as allocating \$3000.00 for prizes and awards. The Fulton Street Mall proved an ideal background for this eagerly awaited event. The committee that screened all submissions of paintings, sculpture, and crafts should be highly commended for elevating the standard and quality of the artistic achievements presented. It is hoped that screening of all entries will be continued to insure the high quality of the Festival. This year the mural competition proved a stimulus to artists, and the award was presented to Antonio Sotomayer for his design for the backdrop of the Civic Auditorium. It is hoped that in the future artists may continue to compete in this manner, and that sufficient prize money will be allocated for this purpose. This year the Festival Committee closed with figures in the black, and the assurance that their efforts were appreciated.

The Art Commission also supports the Municipal Band, supplemented by funds contributed by the Recording Fund of the American Federation of Musicians. John Afendras is the able conductor of the Band that is always in constant demand.





## Art Commission (continued)

The Municipal Chorus is under the direction of Dr. Hans Lesche, and has received praise from its audiences and critics alike.

The Art Commission passes on the design for Public Buildings under the Chairmanship of Clarence Petersen. At present the buildings under the watchful guidance of the Art Commission are: the new Hall of Justice, the underground garage at Civic Center and the Civic Center Plaza and landscaping, as well as the San Francisco Stadium, San Francisco's School buildings, fire houses and recreation centers.

It has been suggested, and your committee would seriously endorse such suggestion, that a Shakespearean contest be conducted in our public schools, and that perhaps \$1,000.00 in prize money be allocated for this purpose. The perfect example of the success of such a project is in Ashland, Oregon, where the Shakespearean season attracts visitors from many states. In a city that has acquired a questionable nationwide reputation for its Grant Avenue beatniks, and youths in their jalopies competing in drag races, it would certainly be a refreshing challenge to try a Shakespearean competition in our high schools.

Perhaps the single outstanding event that came as a surprise to a grateful San Francisco, was the magnanimous gift of Walter S. Johnson, of two million dollars, which has brought to a realization the dream we all had of restoring the beautiful Palace of Fine Arts to its former splendor.

In closing we wish to remind the people of San Francisco, that the members of the Art Commission are among the busiest of our civic leaders, who give so generously of their time to serve on that Commission, and we acknowledge with a great sense of appreciation what their leadership and inspiration has meant to San Francisco.

ATTILIO CHIAPPARI, Chairman

CHARLES E. MORAGHAN

MRS. ESTHER HOLLST



## HOUSING AUTHORITY

The Housing Authority of the City and County of San Francisco is one of the most unique agencies serving the community in that it is a governmental body sponsored by the City, State, and the United States Public Housing Administration.

Established under the Housing Act of 1937 it has now reached its twentieth anniversary of actual housing operation. Yet, notwithstanding this "coming of age," there are many quite unfamiliar with its work and its enviable reputation for community service which has established it as one of the foremost housing agencies in the country.

The Housing Act referred to above was enacted for the purpose of providing modern, clean, low-rent homes for low-income families. It was the first constructive effort in attacking one of the major problems of most of the country's larger cities - slums and slum living.

The San Francisco Housing Authority seems to have sensed the real import of this situation when it chose as its motto for the agency's seal Dickens' words: "In love of home, love of country has its rise." In other words, a community and a nation is measured in terms of the quality of its citizenship.

Our committee had a number of conferences with the capable staff of the agency.

The Housing Authority is now in the midst of a construction program which in its entirety represents a total expenditure of \$17,789,780, of which some \$7,000,000 or more will be paid out in wages to local workers.

This program when completed will give San Francisco 1187 additional apartments, bringing the total in operation to 5435. On the basis of an average of four to a family, this means that 21,740 persons have been moved out of slum dwellings into the clean modern housing that the Authority owns and manages.

The first building in this construction program has just been opened as this report is being prepared. It is Hunters Point and contains 100 apartments, being the smallest of those in the current program.

Patient Chinatown, whose over-crowded condition has long been recognized, will get relief in the construction of Ping Yuen Annex. Scheduled to start before the end of this year, it will rise eleven stories on the block bounded by Pacific, Broadway, Powell and Cordelia Streets. It will house 194 families and cost \$3,182,159. Architecturally it will be

1890

Received of the Treasurer of the  
Board of Education the sum of \$100.00  
for the year 1890.

Witness my hand and seal this 1st day of  
January 1890.

Attest:  
The Secretary of the Board of Education.

By \_\_\_\_\_  
Secretary of the Board of Education.

By \_\_\_\_\_  
Treasurer of the Board of Education.

By \_\_\_\_\_  
Chairman of the Board of Education.

By \_\_\_\_\_  
Member of the Board of Education.

By \_\_\_\_\_  
Member of the Board of Education.

By \_\_\_\_\_  
Member of the Board of Education.

## Housing Authority (continued)

a distinct contribution to the City's world-famous Chinatown.

Another noteworthy project is Yerba Buena Annex in the Western Addition, scheduled to get under way before the end of this year. It will contain 211 apartments and cost approximately \$3,095,080. Of special interest is the fact this project will be the first in which provision has been made for the needs of elderly persons. The Housing Authority is building a one-story recreation center and has arranged for this to be staffed and operated by the Recreation and Park Commission.

A different type of project is Double Rock, which will be situated adjacent to Candlestick Park. It will consist of 33 two-story row houses and eight three-story apartment buildings. The project will house 354 families and construction will cost approximately \$5,525,075.

The fifth project in this program is Hayes Valley. This, like Yerba Buena Annex, will replace many substandard dwellings. Its twenty buildings will have a total of 328 apartments and will cost \$4,536,515.

The San Francisco Housing Authority, unlike so many governmental agencies, costs the taxpayers of San Francisco nothing. Actually in its contractual payments to the City in lieu of taxes it is one of the City's biggest taxpayers, considering these payments as the equivalent of taxes.

It is estimated that this year's payment will be approximately \$190,000. If this figure proves correct, it will bring the total of such payments by the Housing Authority to the City to \$4,413,962.22.

Your committee was impressed with the modern, businesslike way the City's largest landlord operates. The staff is headed by Executive Secretary John Beard and Deputy Director Arthur Long. We were impressed with the efficiency of its operation, and the dedication of the personnel to the work in hand.

The members of the Housing Commission now serving this agency are:

A.F. Mailloux, Chairman  
Jefferson A. Beaver, Vice Chairman  
Charles J. Jung, Commissioner  
Jacob Sherman, Commissioner  
C. R. Greenstone, Sr., Commissioner

JOSEPH J. TYNAN, Chairman

CHARLES E. MORAGHAN

MARTIN P. BASTIANI





## PUBLIC WORKS

The Department of Public Works has responsibilities which cover a wide range of functions affecting other City Departments as well as the health, safety and well-being of the citizens of the City and County of San Francisco. Among these are the construction and maintenance of the streets, bridges, tunnels, sewage treatment plants, sewers, and public buildings.

The Department is divided into nine separate Bureaus operating under the supervision of Mr. Reuben H. Owens, Director, and his two Assistant Directors: Mr. R. Brooks Larter, Administrative, and Mr. Lawrence J. Archer, Maintenance and Operation.

The nine Bureaus and their functions are: Accounts: - controls, budgeting and fiscal activities; Architecture: - responsible for design and construction of new, and the modernization and alteration of old, City-owned buildings, other than those of the Public Utilities and Recreation-Park Commissions; Building Inspection: - reviews plans and inspects construction of private buildings and grading; Central Permit: - issues permits of various kinds; Engineering: - plans, designs and inspects construction of public improvements such as streets, tunnels, sewers, etc.; Building Repair: - does necessary maintenance and repair work on 314 City-owned buildings and as requested on the public school buildings; Sewer Repair: - maintains and repairs City's sewerage system, and operates three sewage treatment plants; Street Cleaning: - services all streets, underpasses, stairways, and City-owned lots; and Street Repair: - maintains and repairs City streets.

During the fiscal year 1958-59, for which full reports are available, the value of contracts let for construction work under the Bureau of Engineering amounted to \$3,826,686. The 123 contracts involved projects such as street car track removal, sewers, street improvement, traffic signals and channelization, and miscellaneous jobs.

Work under the Bureau of Architecture during the same period of time amounted to \$22,295,953 worth of projects such as schools, firehouses, libraries, the new Hall of Justice, and other public building improvements.

The Bureau of Building Inspection processed 11,614 permits for construction work valued at \$92,217,822 in 1958-1959. Considerable progress was made in the examination of buildings in the City-wide rehabilitation program, resulting in the repair or demolition of unsafe buildings. The functions of this Bureau were considerably increased by the transfer of the Plumbing Inspection Division from the Department of Public Health and by the creation of the new Urban Renewal Division.

The first part of the paper discusses the importance of the study and the objectives of the research. It also outlines the methodology used in the study and the results obtained. The second part of the paper discusses the implications of the study and the conclusions drawn from the research. The third part of the paper discusses the limitations of the study and the areas for future research.

The study was conducted in a laboratory setting and the results were compared with those obtained in previous studies. The study found that the results were consistent with those obtained in previous studies. The study also found that the results were consistent with those obtained in previous studies. The study also found that the results were consistent with those obtained in previous studies.

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## Public Works (continued)

In its review of the Department's activities, the following items were felt to merit special consideration by this committee:

1. A great deal of adverse publicity has been directed during the past year against the sanitary fill operation just south of the county line, which disposes of the garbage and refuse from San Francisco. The completion of the Bayshore Freeway across the tideland waters just east of the disposal site had formed an almost stagnant lagoon. As a consequence of the inadequate tidal action, the garbage, and the Bayshore Sanitary District sewage entering the lagoon, created an odor nuisance very noticeable on the Freeway due to the prevailing westerly winds.

As a result the Sanitary Fill Company, which disposes of the garbage under a contract with the City, discontinued dumping in the lagoon and, by dyking and other means, is assuring that disposal of the garbage will continue only on dry land as required by the authorities. The sewage problem is entirely outside the jurisdiction of San Francisco and is receiving attention from San Mateo County and the Sanitary District. It is understood that disposal of the sewage through San Francisco's sewage works at cost, if agreeable to the District, would be the most expeditious solution of this problem.

It is therefore recommended that this Grand Jury endorse the present method of disposal, subject, of course, to the scrupulous avoidance of any public nuisance.

2. In the past year the functions of the Bureau of Building Inspection have been greatly increased by the addition of the Plumbing Inspection Division and the Urban Renewal Division. As a result, the responsibilities of the Superintendent in the administration of the Bureau have been considerably enlarged. The vacancy created by the recent retirement of the Superintendent has been filled by the first eligible on the Civil Service list who was also high man in the examination for the also vacant position of Assistant City Engineer. He made this choice at the request of the Director for the good of the Department; though by so doing, he will receive less pay than he would have received as Assistant City Engineer.

It is recommended that support be given to a review of the position of Superintendent of Building Inspection toward the end that the salary paid be made commensurate with the responsibilities.

3. The present Department Maintenance Yard at 2323 Army Street is the hub of operations for the 1001 persons of the four Maintenance and Operation Bureaus. It is seriously in need of additional facilities for the purpose of centralizing activities, decreasing operating costs and increasing the





## Public Works (continued)

efficiency of the many services rendered. A start has been made to meet this need by the purchase of adjacent property for \$193,000, by the clearance of the site, and by some minor improvements. In 1958 a bond issue in the amount of \$1,300,000 for the needed Yard expansion failed to pass.

It is recommended that this Grand Jury endorse a program which will provide sufficient funds over a period of years to pay for this project.

4. The Bureaus of Architecture and Engineering are presently operating in crowded and scattered quarters, which are very adverse to efficiency. Engineering personnel are now located in the City Hall (headquarters), in the old war-time Navy building at 45 Hyde Street, and in the building at 460 McAllister Street. Architecture personnel are located in the City Hall (headquarters) and also at 45 Hyde Street. Supervisory control and coordination are seriously hampered and waste of time is unavoidable.

It is recommended that, pending the construction of either a new City Office Building, or of a Courts Building to release space in the City Hall, space sufficient for one entire Bureau be leased in the vicinity of the City Hall.

This Committee commends the new Director of Public Works whom we found most cooperative in our investigation and who evidenced a thorough grasp of his duties and responsibilities.

The Director, Reuben H. Owens, is a licensed Civil Engineer, an Associate Member of the American Society of Civil Engineers, Member of the American Right of Way Association, American Public Works Association, California Sewage Works Association, etc. He was first employed by the City and County by then City Engineer, M. M. O'Shaughnessy in 1926.

Mr. Owens is conscientious and hard-working; often arrives at his desk before 8:00 A.M. and seldom leaves his office in the City Hall before 6:30 P.M.

This committee feels that the Public Works Department is well-managed and under Mr. Owens' able direction continued progress will be made.

HAROLD W. STELLING, Chairman

JOHN P. ANDERSEN

JOSEPH H. REISS



## PARKING AUTHORITY

During the year 1959 this Committee has attended several of the meetings, and read the minutes and reports, of the Parking Authority of the City and County of San Francisco in order to become familiar with its activities.

The Authority was established by the Board of Supervisors in 1949 and consists of five members, a General Manager and a Secretary. The members are appointed by the Mayor, serving a term of four years. Those on the present Board form a well balanced unit, being composed of three business men, one attorney and one civil engineer. The General Manager, Mr. Vining T. Fisher, is well qualified to handle the complex affairs of the Authority, having had extensive experience as General Manager of the Downtown Association of San Francisco.

The record of the Authority is quite impressive to date and its major activities may best be outlined in the four-point policy and program adopted March 8, 1950 as follows:

- Point #1: Stimulation of and co-operation with private enterprise to finance and construct the facilities required under the off-street parking program.
- Point #2: Public co-operation with private enterprise to provide off-street parking by public provision of garage sites and private provision of the construction financing
- Point #3: Direct public financing and construction... including site acquisition, where private construction was not or could not be undertaken.
- Point #4: Operation of completed facilities (if required)

Note: Neither during the past year, nor at any time, has it been found necessary to resort to public operation of parking facilities provided under the San Francisco parking program. In all cases, operation has been entrusted to private lessees.

The following summary sets forth the accomplishments of the Authority:

1. <u>Private Financing:</u>		
(a) Completed Parking Stalls	8,796	
(b) Under development	<u>1,140</u>	9,936
2. <u>Public-Private Financing:</u>		
(a) Completed Parking Stalls	4,703	
(b) Under development	<u>3,193</u>	7,896
3. <u>Public Financing (Completed)</u>		<u>653</u>
Grand Total PARKING STALLS		18,485

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the integrity of the financial system and for the ability to detect and prevent fraud.

In the second part, the author outlines the various methods used to collect and analyze data. This includes the use of statistical techniques to identify trends and patterns in the data, as well as the application of computerized systems to process large volumes of information efficiently.

The third section focuses on the role of the auditor in ensuring the accuracy and reliability of the financial statements. It describes the various procedures and techniques used by auditors to verify the information provided by the company's management.

The fourth part of the document discusses the importance of internal controls in preventing errors and fraud. It highlights the need for a strong system of internal controls that is designed to ensure the accuracy and integrity of the financial data.

The fifth section describes the various methods used to detect and prevent fraud. This includes the use of statistical techniques to identify unusual transactions, as well as the application of computerized systems to monitor and detect suspicious activity.

The sixth part of the document discusses the importance of the auditor's independence and objectivity. It emphasizes that the auditor must be able to perform their duties without any bias or influence from the company's management or other parties.

The seventh section describes the various methods used to evaluate the effectiveness of the internal controls. This includes the use of statistical techniques to identify areas of weakness, as well as the application of computerized systems to monitor and detect suspicious activity.

The eighth part of the document discusses the importance of the auditor's communication with the company's management and the board of directors. It emphasizes that the auditor must be able to provide clear and concise information about the results of their audit.

The ninth section describes the various methods used to ensure the accuracy and reliability of the financial statements. This includes the use of statistical techniques to identify trends and patterns in the data, as well as the application of computerized systems to process large volumes of information efficiently.

The final part of the document discusses the importance of the auditor's independence and objectivity. It emphasizes that the auditor must be able to perform their duties without any bias or influence from the company's management or other parties.



## Parking Authority(continued)

The income received through the operation of the above amounted to \$682,205, which has been deposited as follows: \$543,537.28 in the General Fund of the City and County of San Francisco and \$138,668.53 in the Parking Bond Fund.

The past year witnessed an active and continuing campaign on the part of the Authority to establish a parking program for neighborhood shopping districts. The plan is to establish 43 such neighborhood off-street parking areas which would provide 2,080 spaces; these added to the foregoing 18,485, would make a total of 20,565. The income from the recently increased meter rates will be applied to the cost of this program.

During 1959 the construction of two new large garages was commenced, namely: (1) The Civic Center Underground Garage, which will be completed and turned over to the operators in January, 1960 five months ahead of schedule; and, (2) work on the Sutter-Stockton Garage is now under way and progressing satisfactorily, although there was some delay caused by difficulties in acquiring all the necessary property. The anticipated facilities of these two garages are included in the foregoing summary under the heading "Public-Private Financing".

There has been a continuing high degree of interest in the proposed Portsmouth Square Underground Garage during the past year. Several different groups had shown strong interest and had been assisted in every possible way by the Authority to obtain the necessary engineering and financial information required by them in their financing.

However, on August 11, 1959 Portsmouth Civic Parking Corporation filed a letter of intent to finance and construct this facility and submitted the legal documents for review and approval on August 20, 1959. These are presently under review, and recommendations based thereon may be expected at an early date.

Also there has been brought to the attention of the Parking Authority the question of parking motor-driven scooters in the downtown area. Two alternative courses are now under discussion: (1) Setting aside certain side streets and alleys for exclusive scooter parking; or (2) permitting the scooters to park at right angles to the curb of certain designated streets in a meter-regulated space, each space to accommodate five scooters.

The Parking Authority has estimated the following additional off-street downtown parking space requirements as of the year 1960:

Short-time parking	11,119 stalls
All-day parking	22,238 stalls
Total	<u>33,357</u>



1900-1901

1900-1901

1900-1901

1900-1901

1900-1901

1900-1901

1900-1901

1900-1901

## Parking Authority (continued)

A Downtown Liaison Parking Committee composed of representatives of the Building Owners and Managers Association, Downtown Association, San Francisco Chamber of Commerce and the San Francisco Real Estate Board has been set up to advise on ways and means of expanding and financing this program.

Most of the parking facilities are operated privately through lease arrangements with the City and County of San Francisco, the terms of which vary according to the circumstances. It is the duty of the Parking Authority to call for and receive such bids and to make recommendations thereon before they are ultimately awarded by the Board of Supervisors, which body has the final say.

In view of the difficulty which arose this year in connection with the Candlestick Park Parking Plaza, it is the recommendation of this Committee that the Parking Authority provide means to make a very thorough investigation, not only as to the business qualifications and experience of each bidder, but also as to the moral character and integrity of each person involved, whether he be an individual, a member of a partnership, or an officer of a corporation.

It is the opinion of this Committee that the efficiency and resulting accomplishments of the Parking Authority have been quite outstanding since its inception, and that with the continuing growth of our City and the corresponding increase in the number of motor-driven vehicles, it will continue to play a very important role, from which all of our citizens will derive a great many direct benefits.

In closing, the Committee wishes to thank Mr. Albert E. Schlesinger, Chairman of the Authority, Mr. Vining T. Fisher, General Manager, and Mr. Thomas J. O'Toole, Secretary, for their splendid cooperation and the many courtesies extended to us.

JOSEPH H. REISS, Chairman

ARTHUR F. SIDEMAN

JOSEPH J. TYNAN



## JUVENILE DEPARTMENT

The San Francisco Juvenile Department is made up of three distinct divisions: Juvenile Hall, Juvenile Probation Department, and Log Cabin Ranch School. Much credit must be given Superior Court Judge Melvyn I. Cronin for the excellent manner in which he presides over the Juvenile Department, located at the Youth Guidance Center, 375 Woodside Avenue, San Francisco. Judge Cronin, Chief Probation Officer Thomas F. Strycula, and their staffs must also be highly commended by this 1959 Grand Jury committee for their dedicated, devoted and untiring efforts to discharge all their duties, which are most difficult to perform under present circumstances.

Too many people believe that the Juvenile Court is an agency to prevent delinquency. This belief has grown up since the early days of probation and the Juvenile Court movement. The fact is that the Juvenile Court was not designed to prevent delinquency. It was planned as a better method of combating delinquency after its occurrence, and as such it has amply fulfilled the expectations of those who sponsored its beginnings. Its function was, and still is, diagnostic, and not preventive. This department is in complete agreement with the philosophy expounded by many of our colleagues that "delinquency prevention demands comprehensive and coordinated community action."

### Probation Department

Following are statistics for the first nine months of 1959 as compared to the same period in 1958:

<u>Referrals</u>	<u>1st 9 mos.</u> <u>1959</u>	<u>1st 9 mos.</u> <u>1958</u>	<u>Percent.</u> <u>Change</u>
Problem Boys	2,349	2,688	-12.6%
Problem Girls	695	718	- 3.2%
Total Problem Referrals	3,044	3,406	-10.6%
Total Neglect Referrals	1,456	1,415	+ 2.9%
 <u>Supervision Average</u> <u>Number End of Month</u>			
Problem Boys	1,201	1,077	+11.5%
Problem Girls	431	403	+ 6.9%
Total Problem Children	1,632	1,480	+ 0.3%
Total Neglected Children	2,218	2,035	+ 9.0%

Although it appears at this time that the total volume of new work of the department will be as high as last year, it must be borne in mind that the caseloads are very high, and that in twelve years only two probation officers have been added to the original staff. Children and families are not receiving the detailed attention they require, due to the thin staff. In spite of past refusals of the department's requests for additional personnel, the department must continue to seek more employees, until a sound ratio of workers to caseloads can be achieved. In this regard, the following resolution has been adopted by this Grand Jury:





Juvenile Department (continued)

WHEREAS, after careful consideration and study of the problems of the Juvenile Probation Office and Juvenile Hall, this Grand Jury believes that additional staff is essential to the proper functioning of the department, due to an excessively heavy work load; and

WHEREAS, it is in the public interest to remedy this situation as rapidly as possible to the end that children served by this agency of our City government may receive proper attention; and

WHEREAS, his Honor, the Mayor, did approve in the Juvenile Department's budget request for the fiscal year 1959-60 the addition of four probation officers and one clerk-stenographer for the Juvenile Probation Office, two group supervisors and one registered nurse for Juvenile Hall, and one part-time carpenter for the repair of equipment, but such additional employments were disallowed by the Board of Supervisors, now, therefore, be it

RESOLVED: That this Grand Jury, recognizing the necessity of alleviating the adverse conditions existing in the Juvenile Probation Office and Juvenile Hall due to insufficient staffs in these divisions, does hereby endorse the Juvenile Department's requests for the above additional employments, and does recommend to his Honor, Mayor Christopher, and to the Honorable Board of Supervisors, that they give their approval to the establishment of these additional positions in the 1960-61 budget of the Juvenile Department when the same comes before them for consideration; and be it

FURTHER RESOLVED: That copies of this resolution be forwarded to his Honor, Mayor Christopher, and to each of the members of the Board of Supervisors.

San Francisco is in need of a delinquency prevention program. The responsibility for delinquency prevention should not be left to City departments alone. Rather, it should be a community-wide effort involving citizens from every walk of life. Although San Francisco does not as yet have the great problems that juvenile gangs have created in some of the eastern cities, there is always the potential threat that this may become the case if vigilance is relaxed. The current effort to create some sort of youth commission or committee, or organization, with a delinquency prevention objective, is good. Although differences of opinion exist as to the exact structure of such a body, it is hoped that a compromise will be achieved soon so that this vitally important work can be taken in hand. This Grand Jury does not take any particular position as to the form of delinquency prevention program which might be instituted; however, we do strongly suggest that this objective be pursued with great diligence and unrelenting energy by everyone in public and private life.

The average daily population of Juvenile Hall for the first nine months in 1959 was 236.3, while in the first nine months of 1958 it was 255.1, showing a decrease of 7.4%.



## Juvenile Department (continued)

The construction of a fifth cottage for delinquent boys, to serve as a maximum security unit, will help solve a great deal of the problems that arise when obstreperous and difficult boys require removal from group living. The Mayor and the Board of Supervisors are to be commended for having granted the funds for this very important project. The City Architect is currently drawing the plans, and sometime in late 1960 the building should be ready for occupancy.

### Log Cabin Ranch School

The Log Cabin Ranch School for boys is located near La Honda, about 50 miles south of San Francisco, and has been established for the purpose of rehabilitation of problem boys. The Ranch School provides a very distinct program of farm life and a unique automotive mechanical course, as well as an educational program under the San Francisco Unified School District. A master plan inaugurated a few years ago to replace some of the old buildings is progressing very well, with a new Recreational Hall and Dormitory as well as the Elmer Skinner Auto Mechanics Building. We do strongly recommend the continuance of the master plan to replace more of the old buildings, which are in such deplorable condition and constitute a real fire hazard. In this building program the State will contribute over \$100,000, and with the help of many private contributions the program will continue. This Committee was indeed very well pleased with the evidence of the efficient leadership of Mr. Choy, very ably assisted by his staff.

### Addendum

We feel that we would be amiss if we did not mention in this report the alarmingly increased narcotic addiction of teenage children. Too many of these youngsters are now in the care of our institutions. Many have come before the authorities this year, and some at the age of sixteen could hardly be called amateurs in the use of marijuana and heroin. The fault is not theirs, but clearly that of a community that ignores this growing menace to our teenagers.

The Grand Jury recommends that our community take the lead in promoting legislation which will establish laws that would make mandatory a stiff prison sentence, without possibility of parole, to anyone convicted of furnishing narcotics to a child.

### Auxiliary

Before concluding our report, we must mention the most devoted volunteer group of workers, who spend hours and hours of their own time contributing active services in educational, spiritual and recreational programs for children under the care of the Juvenile Department.

The Volunteer Auxiliary of the Youth Guidance Center - the first of its kind in the field of juvenile supervision - was organized in 1950. The members contribute financially through annual dues, and personally through services in recreational, educational, cultural and spiritual programs for the children who



Juvenile Department (continued)

are under the care of the Juvenile Court of San Francisco. The main objective of the Volunteer Auxiliary is to make the children who live at the Center feel they are a part of the normal life of the community, and to bring some degree of happiness and security into their lives. More than half of these volunteer services are for the benefit of the abandoned and neglected children during their stay at Youth Guidance Center.

It has been a real joy and a pleasure to have served on this very important Committee, and we wish to express our deep appreciation to Judge Cronin, Mr. Strycula and the various division heads for their many courtesies and cooperation, and for the splendid work they are doing in this all-important field.

WILLIAM G. MENARY, Sr., Chairman

MRS. ESTHER HOLLST

JOSEPH W. HERBERT





## PERMIT APPEALS

This Committee met with the Board of Permit Appeals to inquire into its operation. The Board is composed of five members and a secretary. They are: Peter Tamaras, President, Ernest L. West, Vice-President, and Commissioners Clarence J. Walsh, William R. E. Davis, and J. Max Moore. The secretary is J. Edwin Mattox. The City Charter provides for a fee of \$15.00 per meeting for each member attending, to a maximum of \$5,000 per year. The secretary receives a salary of \$725.00 per month, and the department's total annual budget is only \$13,600.00.

The jurisdiction of this Board extends to any applicant for a permit or license who is denied such permit or license by the department authorized to issue the same, or whose license or permit has been revoked by any department. The hearing on the matter is in the nature of a court of equity, and the Board's discretion is very broad. It may hear appeals on the record, or it may try the matter and make its own independent orders thereon. It is not required to set forth its particular reasons upon which its decisions are based. Also, any person who believes that his interests or the general welfare of the community would be adversely affected by the granting of a permit or license by any department may obtain a hearing before the Board to protest the issuance of such license or permit.

An appellant pays but \$10.00 for the right to file a complaint in this department, and he may or may not have his attorney present. A vote of four out of five members of the Board is necessary to overrule the actions of other City departments. The decisions of this Board are quick and effective, as well as inexpensive, and the applicant obtains justifiable relief without resort to expensive litigation. Your Committee has watched the work of this Board with a sense of appreciation of the informality in which matters are presented, while at the same time according each applicant a full and open hearing. A good many of the appeals arise out of adverse decisions made with regard to applications denied by the Department of Public Works, the Police Department, the Fire Department, and the Department of Public Health. In many of these cases permits have been denied because of outmoded codes, and the only relief available is within the Board of Permit Appeals. The Board is sincere in its work and has on many occasions visited the site of an apartment building or other construction, and has conducted these independent investigations on the members' own time, without charge to the City, in order to acquaint themselves fully with the facts involved before ruling thereon. Perhaps another cogent reason for the smooth operation of this office is the tactful, hardworking and sympathetic secretary, J. Edwin Mattox.

Your Committee commends this department of our city government for its expert handling of approximately two hundred



## Permit Appeals (continued)

appeals this year. It is suggested, however, that it is time a review be made of the filing fees charged by this office. With the increase in office expenses, a fee of \$10.00 is no longer adequate, and bears little or no relation to the cost factor involved. A fee of \$15.00 to \$20.00 would appear to be more realistic for the processing of such claims. It appears that all the stenographic work of this department is handled by Mr. Mattox, and with an increase in filing fees it might be feasible to employ secretarial assistance for this important office.

## CITY PLANNING COMMISSION

This Committee met with Mr. Richard McCarthy, Director of City Planning, and his staff to discuss the operations of this Department. The Commission itself has undertaken the job of educating the citizens of San Francisco on the requirements of the new zoning ordinance. To accomplish this purpose they devoted several evenings a week to meetings with various improvement clubs and other interested groups, explaining the new city maps. For many years San Francisco had no zoning ordinance; but there has been a great change in the type of construction that is required, and zoning has become a prime requisite. The present zoning ordinance insures better standards of building, size and lot coverage.

In the 1921 ordinance there was no means provided for removing uses which were not permitted in the newly established zoning districts, and there was no provision made for the new commercial areas that arise by reason of the compact arrangement of shopping facilities; also, in 1921 motels were non-existent. Therefore, in 1947, provision was made for the complete rezoning of San Francisco.

It is interesting to note that at the present time the City Planning Commission has no police power to enforce its regulations. All violations of rulings are referred to the district attorney's office. Complaints are issued through that office and are prosecuted through the city attorney's office. Now that the zoning ordinance has become a reality, a Zoning Administrator and an adequate staff is essential. To provide our City with a zoning ordinance without means to enforce its terms is, of course, unthinkable; and it is essential that once the new law becomes effective, total enforcement must be possible. To this end result your Committee recommends the appointment of a qualified Zoning Administrator and necessary staff to insure the success of the law.

The City Planning Commission considers over one thousand applications for building permits per month, and each of these must be carefully examined and checked and hearings held thereon in many instances. Public hearings take place on Thursdays, at which any interested person may be present. In addition to the processing of the applications for building permits, there





## City Planning (continued)

is the work of drafting maps, the work of planning, and the clerical work involved, together with all other administrative work provided through the zoning ordinance. In addition, there is the revising of the transportation system, all of which falls into the hands of the Commission. For all of this work there is a staff of only twenty-seven. It is amazing to this Committee that they are able to do the great task that confronts them. The only way they can possibly accomplish this is by working day and night, and the Commission has given a great deal more of their time than should be required.

Continual reference is being made to the "Master Plan of San Francisco," but there remains great doubt in the minds of everyone as to just what this Master Plan really is. This Committee is advised that it is composed of various maps, plans and surveys, plus recommendations that have been made from time to time, none of which has been published in a single work as the "Master Plan." If we are to continue to work under this Master Plan and subjugate future planning to this idea, it should be published and distributed so that application thereto can be completely understood by everyone, and conformity will then become possible.

It is the recommendation of this Committee that immediate steps be taken to provide additional personnel in order that the Planning Commission may be able to handle the tremendous work load made necessary by the increased demands upon it, and thus relieve the hardships that exist at present. In addition, a Zoning Director and staff will be required to carry into effect the plans embodied in the new zoning law.

The Committee commends the Department for their excellent handling of the increasingly difficult problem of the construction of tall apartment houses on view properties and hillside slopes. The City Planning Commission has very wisely protected the beauty of San Francisco by safeguarding its wonderful views, which have both monetary and esthetic value. The Grand Jury feels that for the sake of the future of our City, apartment houses are essential, but in their proper place; and we commend the City Planning Commission on its vigilance in preserving the magnificent vistas that have made San Francisco famous all over the world. This Committee commends Mr. Richard McCarthy, Director of Planning, for his excellent handling of this job.

ATTILIO CHIAPPARI, Chairman

CHARLES E. MORAGHAN

MRS. ESTHER HOLLST

The first part of the report deals with the general situation of the country. It is noted that the weather is very dry and hot, and that the crops are suffering from drought. The people are in a state of distress, and the government is taking measures to provide relief. The second part of the report deals with the political situation. It is noted that the government is in a weak position, and that there is a strong movement for independence. The third part of the report deals with the economic situation. It is noted that the country is in a state of economic depression, and that the government is taking measures to stimulate the economy. The fourth part of the report deals with the social situation. It is noted that the people are in a state of social unrest, and that the government is taking measures to maintain order. The fifth part of the report deals with the military situation. It is noted that the army is in a state of disarray, and that the government is taking measures to reorganize it. The sixth part of the report deals with the foreign situation. It is noted that the country is in a state of isolation, and that the government is taking measures to establish diplomatic relations with other countries. The seventh part of the report deals with the future of the country. It is noted that the country has a bright future, and that the government is taking measures to develop it.

## EDUCATION, SCHOOLS, LIBRARIES

In presenting the report of the Committee on Education, Schools and Libraries, far more material was excluded than was included. This was necessary for two reasons. One, the obvious--to keep it within reasonable length; and second (and really the decisive reason for the limitations) is the fact that no one, observing for less than a full year, could qualify to discuss the highly complex, professional matters that comprise so much of the business both of the Library Commission and the Board of Education.

Rather, this Committee has been governed in its choice by the public, and is reporting, very briefly, upon some of those subjects in which the community has shown particular interest and about which inquiries have been received.

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## EDUCATION, SCHOOLS

### Probe of Communism Among Teachers in San Francisco Schools.

The furor aroused by the so-called "Red Probe" in the San Francisco school system was out of all proportion to its importance. The Board of Education was vigorously assailed for its proposal to quiz alleged subversives, although the investigation was not instigated by the Board. Rather, it was a situation that resulted when state-wide hearings planned by Representative Francis E. Walter, Chairman of the House Un-American Activities Committee, fell through. Representative Walters then forwarded his files on employees of the local school district to the Board of Education. The Board, as it interpreted its responsibilities, concluded it had no choice but to investigate the information contained in these files, because it is under oath to see that no one is illegally employed, and to employ a member of the Communist Party would be illegal.

At this point, Dr. Harold Spears, Superintendent of Schools, suggested that he and the legal advisor to the Board handle the investigation. The Board unanimously approved his suggestion. This procedure reduced the matter to its proper proportions - just another administrative problem.

The entire tempest concerned only seven persons, and by the time the dossiers were received here, there were only three of the seven still employed in the San Francisco school system. Of these three, one resigned prior to the scheduled hearing (his resignation was not attributed to the hearing), one was absolved, and inquiry into the third is still continuing.

### Settlement of Claims in Jefferson School Fire.

This subject has been on the agenda of almost every Board meeting since the big fire last May (1959), and it has certainly rated its share of publicity. The tenor of the public's complaints





## Education, Schools (continued)

has been: overly slow settlement and, as a result, delay in rebuilding the school. Neither charge is substantiated.

Concerning the first, settlement of claims involving over a quarter of a million dollars naturally proceeds slowly. In this instance, interpretation of contract was involved, and the Board, charged with the public's interest, chose to proceed with an "abundance of caution" in order to explore every legal channel. The question that was raised was whether claims could be based on a realistic cost of what a building, meeting today's building requirements for new buildings, would cost, or whether legal claims would be limited to indemnity based on the cost of duplicating the old building. The final decision from the City Attorney's office was that claims could be based only on the cost of what it would be to duplicate the school as it had been. The School Department received \$312,614 for the building and approximately \$38,000 for the contents.

As to the second charge that rebuilding was retarded by the delay in settlement--that is not so. It is an understandable criticism, because the general thought was that until demolition started, everything was at a standstill. On the contrary, immediately following the fire an architect was appointed, he was approved by the state, work on the plans was begun, and they were approved by the Board at its November 24 meeting. The contract will be open for bids in the early Spring. As to why demolition proceedings did not begin at once, it is illegal to destroy evidence until a claim is settled.

Today, undoubtedly accelerated by the Jefferson School fire, two studies are being undertaken. One concerns all possible precautionary measures for detecting fires without delay, and the other, to determine all types of insurance that the School Department can carry.

One final statement: Since 1933, when the present fire insurance program went into effect, claims have been collected in the amount of \$749,643.69. Premiums have been paid in the amount of \$690,615.41! One might be inclined to ask "Who would want to insure us...?" when collections exceed monies paid in!

## Salaries

There is no easy way of resolving the salary question. The Board, with its responsibilities to the taxpayers, must consider the condition of the Department's budget and make salary recommendations accordingly. Teachers, on the other hand, expect salary compensations on the basis of increased cost of living and salaries for comparable work paid elsewhere. Last June the Board advised a "standing-room only" audience of teachers that it was recommending an increase of \$100 per year, across the board, for everyone. Even this amounted to over half a million dollars added to the budget. The reception attending this announcement clearly indicated that wide differences of opinion existed as to what constituted a just salary increase.





## Education, Schools (continued)

Following the \$100 recommendation and the many heated, emotion-charged comments that it brought from the floor, Dr. Spears spoke, earnestly urging a new method of procedure regarding salary increases. He suggested that, instead of direct negotiation between the teachers and the Board, which obviously had not been successful, he act as liaison between them, presenting the teachers' requests to the Board, the same as he presented the non-salary portions of the budget. He asserted that it seemed ironical that he should present 12% of his budget and not the 88% represented by salaries. Because of this he felt very strongly that he was being paid to do a job and not being enabled as he should be.

At its June 23 meeting the Board adopted a resolution asking Dr. Spears to consider procedures for a thorough study of the salary schedule, and to present his ideas as to the mechanics involved. This he did, and after considering them at length, the Board, at its October 20 meeting, directed Dr. Spears himself to bring in: (1) recommendations for changes in salary schedules; and (2) a thorough study of comparative salaries in other schools.

The recommendations for changes in salary schedules do not involve amounts of compensation, but rather what special qualifications should receive salary consideration; as, for example, should an M.A. have a specified value, a Ph.D. a greater value, etc. At the present time San Francisco teachers average \$6,583 for elementary school teachers and \$7,144 for high school teachers.

The action of the Board was significant, because it gave Dr. Spears a much more active role in salary matters than he has had.

Before leaving the subject of salaries, we might consider the amount of our tax dollar that goes for schools. The tax rate is \$8.05 per \$100 valuation, with \$2.02 allotted to the school system. Roughly, 25½ cents out of every dollar goes for schools. In Los Angeles, with a tax rate of \$8.09, \$3.49 is for the schools. In San Francisco there is a greater assessed valuation behind each student. In 1958-59 the cost per child from kindergarten through junior college was \$431.99 per year, compared with \$413.70 per year in Los Angeles.

## Curriculum

On the night of February 3, the Board of Education, by a slim margin of 4 to 3, voted to adopt the "standing committee" system, which had been tried and discarded some 15 years ago. Under the committee system, the seven-member board would be broken up into committees for Curriculum, Buildings and Grounds, and Public Information. Only financial matters would be the business of the entire board as a whole.

Deep disagreement among Board members, which had begun a month previously when the committee idea was introduced, continued through the meetings of February 3 and February 26, at which meeting the chairmen and personnel of the respective committees



## Education, Schools (continued)

were appointed. Width of the cleavage was evidenced at many subsequent meetings by the 4 to 3 vote, significant because the same four Board members comprised the majority in opposition to the same three members of the minority.

The Board members who had opposed the adoption of the committee system did so because of the danger that, in working through committees, distinction between functions of administration and the policy function of the Board would become blurred; also because the committee system could lead to secret, closed meetings, as in the past. Dr. Harold Spears likewise opposed the committee system.

The primary reason for adopting the committee system was to preempt authority for the Board in the matter of curriculum - a subject which last year had received so much worried consideration, a subject that heretofore had been an administrative responsibility. One of the first steps taken following the adoption of the committee system was a decision to study the San Francisco school curriculum. The chairman of the Curriculum Committee was designated to explore the matter with the presidents of the University of California and Stanford University. A committee of four professors from each university was ultimately appointed to make a year-long curriculum survey at a fee of \$12,000. The direction that this examination was to take was not stipulated; or if so, this Grand Jury committee was not made aware of it. In October the professors were asked for a progress report, which was not forthcoming. The professors stated that they had been extremely busy professionally, and in addition they had understood that there was to be no periodic publicity.

Relative to choosing eight professors to conduct an examination of the school curriculum, several questions arose in the minds of this Grand Jury committee, as follows:

(1) Does it necessarily follow that a professor who might be brilliant in his own subject field would qualify as an expert on elementary and secondary education?

(2) If a survey is to have significant value, should it not be conducted as a full-time, comprehensive depth examination, rather than as a "spare time study" that the appropriated funds allow?

(3) Would not a directional outline provided by Dr. Spears have been of great value in undertaking this study?

These questions will undoubtedly be answered when the findings and results of the committee's study are revealed..

In concluding this brief discussion of curriculum, a few overall observations may provide an indication of the general climate in our Education Department.

The movement for curriculum strengthening has been in the air, and improvement in teacher training is basic to it. The state recognized this, as evidenced in its proposals pertaining to teacher certification submitted at a recent state Conference on Education.





## Education, Schools (continued)

On the local scene, Dr. Spears was early cognizant of the need for curriculum appraisal and buttressing. Under his curriculum-strengthening program of the past school year, it would appear that advances have been made. A special report, called "Steps Taken to Strengthen Curriculum," gives details of this program and it is available to the public as well as to the teachers.

Parents of the 90,000 school children in San Francisco, as well as the general public, seem to find little fault with the curriculum program. When invited to an open meeting to express their complaints and criticisms, only a handful appeared, and no more than a smattering of critical letters was received. Also, the P.T.A. of San Francisco has attested to the strength of the school system and its satisfaction with it.

Again, local business men from all areas and all businesses annually spend a day visiting the schools on "Business in Education Day." This provides an opportunity to observe and question, at first hand and at length, in all departments of the school system. Following this year's observance, hundreds of letters expressing approval of our school system were received by the School Department and are a matter of record.

Reviewing these several comments, it would appear that the San Francisco school curriculum is acceptable to its citizens, and the question arises as to what brought about this healthy condition. In the opinion of this Committee, the question should be not the "what" but the "whom", and the answer points to the administrative head of the School Department, Dr. Harold Spears.

Dr. Spears has served the San Francisco Department of Education for 12 years, the first seven as Curriculum Coordinator and Assistant Superintendent, the last five as Superintendent. Dr. Spears is recognized throughout the world as a specialist in curriculum. He has served as advisor and consultant to foreign countries who have sought his professional guidance. Currently he is president of the International Advisory Committee on School Curriculum, which meets annually, having met this year in Paris. These honors attest to his professional eminence; the San Francisco school system demonstrates his administrative skills. He is a man of long vision who insists that program must move from the outside inward to the center. In other words, he, at Central office, cannot successfully impose a plan outward upon the teachers and school administrators; rather, they must be made aware of the need so that they will join him in a drive towards a mutually sought goal. Important above all is the strength of his determination that enables him to ignore oblique criticism that would have felled a lesser man, in order to pursue the professional-administrative program to which he is dedicated.

The responsibility for the administration of the San Francisco Unified School District is entrusted to the Board of Education, comprised of, Mrs. Lawrence Draper, Jr., President, Adolfo de Urioste, Charles J. Foehn, John G. Levison, Mrs. Claire Matzger, Joseph A. Moore, Jr., and Elmer F. Skinner.



## Education, Schools (continued)

### Recommendations

As to recommendations, there are but two that we submit:

1. Board action should not be taken on recommendations that it receives from its committees on that same day. It is our considered opinion that such practice does not allow Board members sufficient time to study the recommendations.

2. Codification of Board policies, with full Board discussion to follow. Obscure points would be clarified, and it would present a splendid opportunity for introduction of policy changes if desired.

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In conclusion, to have served on the Education Committee is to have had a vastly rewarding experience. The members of this Committee express their sincere appreciation to the members of the Board of Education for their warm cordiality and gracious offers of assistance. To their valiant president, whose serious illness was so untimely, our deep pleasure that she is again presiding.

### LIBRARIES

In 1956, the Library Commission first recommended that a formal survey be made of the library and its various procedures, for the purpose of resolving some of the problems with which the department was faced. In 1958, the Library Commission and the City administration appropriated \$7,500 for such a survey, and in April of that Year Mr. Emerson Greenaway, Director of the Free Library in Philadelphia, and an outstanding expert in the survey field, was selected. The recommendations he made that will be mentioned in this brief report concern three general areas, and are set forth in the order of their importance as Mr. Greenaway listed them: to-wit, books, personnel, and plant.

#### Books

The Library Commission, his Honor, Mayor George Christopher, and the Board of Supervisors, being extremely aware of the need for an increase in the amount allocated for the purchase of books, appropriated \$40,000 to the General Book Fund, and an additional \$25,000 for up-dating outmoded book collections, for example, the Science section, woefully behind the times, etc.

#### Personnel

The two areas of "Books" and "Personnel" are so interrelated that it is impossible to separate them completely in any discussion. Mr. Webster's definition in his unabridged edition illustrates this clearly: "Library:...books, manuscripts, etc. kept





## Libraries (continued)

for use but not for sale..." In other words, books, the ingredient, to be used, involves people.

The understaffing of the Library Department appears to be of such proportions that the wonder is, not that the service has its faults but that it operates as well as it does. To illustrate - taking three cities having a population approximating that of San Francisco: Boston, Milwaukee and St. Louis, compare their respective library personnel with that of San Francisco: Boston 456, Milwaukee 249, St. Louis 223 -- San Francisco, 110!

Another example: In our Library Department, 7 persons process (receive, catalogue, list, etc.) 200,000 books yearly! This again demonstrates the interrelation of books and personnel. At a recent meeting of the "Committee of Fifty", a citizens' committee appointed by the Mayor to arouse interest and support of the Library as a vital part of the City's cultural life, it was stated that contributions for the purchase of books were held in abeyance because so limited a staff could not physically handle even one more book!

Recommendations for increased personnel, submitted by the Library Department, included 3 coordinators (they were allowed 1); ten staff librarians (3 were approved), and the creation of an assistant librarian's position. This latter request was the controversial issue. It was also a very forceful recommendation of Mr. Greenaway's. Major cities throughout the United States have assistant librarians, many of them two, and it has made for a working team of a professional, highly trained person, and a business manager of the department. It was the Library Commission's recommendation that the position be appointive. The staff of the Library objected strongly to this decision because it removed them from consideration for appointment. On the other hand the Commission felt that it should be able to reach out across the nation to secure the best qualified person; and in its opinion the qualifications must include a degree in Library Science and at least five years administrative experience in a city comparable in size to San Francisco. This would automatically exclude staff members who had not had the administrative experience. In addition, to make the position appointive would mean taking it out of civil service, and this would entail another charter amendment. With the climate of thinking leaning toward simplifying the charter - not amending it further - and with the low morale of the staff occasioned by the appointive element, the Commission decided to delete the position of assistant librarian from the budget at this time. The Commission did not alter its conviction of the need for such a position, and this matter will undoubtedly receive priority on the agenda in the near future.

## Plant

Principally, Mr. Greenaway's recommendation concerned itself with renovations of the Main Library, and also the possible addition of a new wing to bring added service to the people. The Main Library building was built in the era of "monuments," and as such





## Libraries (continued)

it is a handsome one;--as a functional library it would be difficult to find any building less so.

Any discussion of plant, regardless of how brief, would be incomplete without mention of the outstanding branch libraries that have been added since 1951--six in all, the North Beach Branch being the latest, and the Eureka Valley Branch on the drawing boards. This was formerly the McCreery Branch, which was destroyed in the earthquake of March, 1957. When completed (the sum of \$180,000 was included in the budget for rebuilding) it will introduce a new innovation with a "drive-in" library.

Also in connection with branch library program, the Library Commission requested that the City Planning Commission review the 1953 Library Location Plan and make any necessary recommendations in the light of recent population movements. The review was made and no substantial changes were recommended.

In concluding, the Library Committee of the 1959 Grand Jury submits the above report as that of a lay group having observed, for less than a full year, a most complex and professional-technical department of our city government. It would be impossible to make professional observations and comments. The recommendations that follow represent an objective approach, a sincere interest, and, hopefully, suggestions sufficiently constructive that some will be acted upon.

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## Recommendations

1. Before undertaking the major remodeling that would be required to make a functional structure out of the present Main Library building, a traffic flow study should be made to determine the source of the library's patrons. Determine whether the present location is or is not the proper location for the Main Library building.

2. Determine whether or not the present Children's Library in the Main Library should be continued as a circulating one, or if a "model" non-circulating library for children would be more appropriate. The area is a "non-children" area, and the book might better be sent to the very busy branch libraries.

3. The San Francisco Public Library has an outstanding music collection, including books on music, valuable scores, and even three pianos for the pleasure and use of the general public; but it has no Record collection!--the only major library in the country without one. It is hoped that funds will be forthcoming for this vital service.

4. A Western Addition branch library has been proposed. In view of survey indications that the center of that area may shift considerably northward, it is suggested that a location be rented for, say 5 years, rather than acquire land and build a branch at the present time.



## Libraries (continued)

5. There is a definite social problem regarding the grounds around the Main Library building which is extremely distasteful, aggravating, unsanitary and undesirable. To alleviate this very unsatisfactory condition it is recommended that the grounds be landscaped, similar to the State Building and the City Hall itself.

6. Directly related to the above problem, the recommendation is made that public convenience facilities be provided in the Civic Center Plaza, as has been done in Union Square. The convenience facilities in the Main Library building are disgraceful, because they are used as an off-street accommodation and not by the patrons of the library, as intended.

7. Finally, it is recommended and urged that every Library Committee of successive grand juries acquaint itself with the fascinating story surrounding the \$750,000 donation made by Andrew Carnegie with which the Library rebuilding following the 1906 earthquake and fire was accomplished.

Following is the administrative setup by which the Library Commission operates:

President	Albert E. Schwabacher, Jr.
First Vice-President	Rose M. Fanucchi
Second Vice-President	S. Lee Vavuris

### Standing Committees

<u>Planning and Development</u>	<u>Library Operations</u>	<u>Building, Construction and Maintenance</u>
Fanucchi, chairman	Mohr, chairman	Turner, chairman
Lepetich	Vavuris	Gurich
McGregor	Vayssie	Lepetich
Vayssie	Wu	<u>Policy and Procedures</u>
Wu	<u>Library Inspection</u>	Vavuris, chairman
<u>Welfare of Employees</u>	Vayssie, chairman	Fanucchi
O'Brien, chairman	Gurich	O'Brien
Fanucchi	Lepetich	Wu
Gurich	Turner	<u>Public Relations</u>
<u>Books and Art</u>	<u>Finance, Audit, Budget</u>	Wu, chairman
McGregor, chairman	Vayssie, chairman	Mohr
Gurich	Mohr	O'Brien
Lepetich	Vavuris	Turner
Turner	Wu	<u>Library Survey (Special)</u>
		Fanucchi, chairman
		McGregor
		Mohr
		Vavuris

This Library Committee wishes to express its appreciation to Mr. Laurence J. Clarke, City Librarian, and to Mr. Frank Clarvoe, Jr., Commission Secretary, for their interest, courtesy and assistance. It is also appreciative of the graciousness with which it was received at all times by the Library Commission.

MILDRED BELL, Chairman  
DR. S. BARRE PAUL  
WILLIAM MENARY, SR.





## FIRE DEPARTMENT

The Fire Department Committee of the 1959 Grand Jury investigated the operations of the San Francisco Fire Department after several cordial meetings with Chief of Department William F. Murray, who outlined the department's programs and goals. In a physical inspection of the department's Fire College training grounds by many of the Grand Jury members on November 5, 1959 a first-hand observation of this singularly important phase of the vast field of operations left favorably lasting impressions. The Committee was comprehensively briefed on the department's organization, and came to appreciate the essential part the specialized auxiliary services, consisting of the Divisions of Training, Fire Prevention and Investigation, and Special Services, augmented by the administrative functions of the Chief's office, play in sustaining the renowned strength and reputation of the efficient fire fighting services of this City and County.

Of the 1751 members of the department, 1697, or 97%, are uniformed. Significantly, there are approximately 70 officers and men - about 4% - who have primary administrative duties; the balance are in active fire fighting duty. This is a strikingly small percentage by ratio in an organization of semi-military character, in view of the vast administrative functions of this sizeable department. The effect is shown in the continued progress of the department under successively reducing budgets for the past two years, except for salary increases to personnel authorized by lawful process under the Charter this year.

Personnel was reduced during the year by 13 employments; 17 reductions occurred the year before; absorptions continue whereby further reductions by 24 will occur concurrently with the start of the fiscal year 1960-61; the total reduction will thereby reach 54.

The program policy of substituting triple combination pumping engines for separate pumping engines and separate water tank units continues as scheduled, to produce personnel economies. Appropriations for apparatus, minor equipment, and other needs to maintain the fire fighting services have liberally improved fire fighting effectiveness. Appropriations for maintenance of fire stations and other physical plants have been generously sufficient, which finds the physical properties in a state of excellence not heretofore enjoyed. This Committee assessed the details of such progress to be notable, yet too long for individual citation in this report.

The fire fighting services performed admirably, as traditionally expected, despite a 10% increase in all categories of alarms; a significant increase in the department's flexibility and contribution to extraneous public service.

Fire Prevention and Investigation activities continued at an accelerated rate, with particular emphasis being directed toward the development of a revised Fire Code and education of children in



## Fire Department (continued)

schools in the dangers of fire. The lessons learned in the recent Chicago school fire disaster are being applied here, even though a splendid preventive and school fire record exists.

The training of firemen is on a sound, comprehensive, and continuous basis, under the direction of the Division of Training. An astounding amount of training material and the wide scope of training activities were a revelation to the committee.

Under the Division of Special Services, in addition to building maintenance previously mentioned, the firehouse reconstruction program under the 1952 Bond Issue is nearly completed to materially improve the overall condition of the many stations in existence. The high and low pressure water supplies, also under the jurisdiction of this division, are constantly and progressively being improved to add further stature to one of the world's outstanding fire service water supply systems.

Research and planning are never-ending Fire Department functions of high priority. There are many ways in which the Department members contribute their talents in this direction.

It is expected that the repair of apparatus and equipment, under the jurisdiction of the Purchasing Department, in new facilities relocated at 800 Quint Street just a few months ago, will improve qualitative operations considerably, and will reduce the time in returning apparatus undergoing repairs, to service. It is anticipated that uncontrollable delays of the past, which gave the Department occasional moments of anxiety, will be largely eliminated.

Without subscribing to detail, this Committee was informed on many other spheres of operation or projected developments:

- (1) An entirely new radio system, under funds previously appropriated, near final stages of process;
- (2) New dispatching procedures, concurrent therewith, to implement home inspection practices;
- (3) Public relations accelerations;
- (4) Apparatus conversion program;
- (5) Services provided to the State of California and the San Francisco International Airport;
- (6) Natural and enemy-induced disaster plans and state and federal liaison on this vital subject;
- (7) Safety programs;
- (8) Improved administrative processes;
- (9) Sound apparatus replacement program;
- (10) The extensive efforts to assure retention of the valued Class 2 National Board of Fire Underwriters survey rating which the City enjoys, and the emphasis being placed upon accomplishing the necessary steps to gain the rare Class 1 rating for the San Francisco Fire Department when it is next surveyed.





## Fire Department (continued)

The Fire Reserve (auxiliary force of volunteers), reactivated in 1950 after disbandment following World War II, has an active and dedicated membership of some 80 members. Their loyalty to civic duty is most commendable, as exemplified in their religious adherence to their weekly volunteer training program, which qualifies them as an important manpower supplement as part of the Fire Department's disaster planning. In conjunction with Plant Protection Services, they augment the forces and purposes of the Disaster Council and Corps of the City and County of San Francisco.

The Committee found the officers and members of the San Francisco Fire Department to be proud, dedicated, and capable civil servants, possessed of foresightedness and devotion to public service. It encountered no major deficiencies except for the obvious need for more suitable headquarters. Those of a minor nature are well within the capabilities of the leadership for routine solution.

## DEPARTMENT OF ELECTRICITY

This Committee met with Donald O. Townsend, Chief, Department of Electricity, several times during the past year and has thoroughly reviewed and investigated their plant facilities. We concur fully with the recommendations made by previous Grand Jury committees since 1953 that a modern, expanded Plant is of the utmost necessity at the earliest possible time. Currently the operations of the Department of Electricity are located and directed from five widely separated, inadequate locations, while the basic facility housed at 264 Golden Gate Avenue has been condemned by both City and State agencies over a period of several years as structurally unsafe, deemed a potential fire hazard, and totally unfit for safely housing the present operation. The Plant at 264 Golden Gate Avenue is supplemented by leased properties located at 276 Golden Gate Avenue, 1745 California Street, by use of a basement in the Central Fire Alarm Station located at Turk and Octavia Streets, as well as an abandoned, condemned fire house at 315 Duncan Street.

In order to centralize its functions and to make the necessary provisions for increased responsibilities due to the rapidity of growth and redevelopment in the City, the Department of Electricity has consistently requested funds for a central maintenance facility since the year 1953 as a practical means of consolidating its efforts to the maximum, thereby enabling it to perform with added efficiency and resultant economies. Property at Jerrold and Quint Streets has been reserved for the conversion of this project for several years past, and preliminary plans and specifications were prepared by the Department of Public Works. We are informed by Mr. Townsend that the sum of \$1,600,000 will be requested in the 1960-61 budget of the Department of Public Works for the purpose of providing this much-needed facility. This Committee recommends that most serious consideration be accorded this request, and that every effort be exerted to see that this item is approved in the annual budget as adopted, so that the funds necessary to reactivate this project will be made available.





## Department of Electricity (continued)

This Committee further agrees with the recommendation made by the 1956 Grand Jury that consideration be given to a Charter Amendment to change the name of this department from the Department of Electricity to "Department of Communications," inasmuch as its basic function is public safety communications, being responsible under the Charter for police and fire communications, and by ordinance for radio communications of various other City departments. The present title is misleading and is not descriptive of the true functions of the department as now performed. Having a revised title, this department could be made responsible for the communications of all City departments, also resulting in further economy and added efficiency, covering the communication facilities of all departments of the City government.

This Committee has observed, and concurs with, the growing need for additional personnel, stemming from augmented redevelopment and added burdens manifested by the abnormally rapid expansion of our vital public safety communications systems urgently necessary for protecting life and property.

JOHN F. ANDERSEN, Chairman

JOSEPH J. TYNAN

JOSEPH W. HERBERT



## TAX COLLECTOR

The Tax Collector's office is the largest revenue collecting agency of the City and County of San Francisco. Receipts for the fiscal year 1958-59 amounted to 111 million dollars. The office has many functions besides the collection of property taxes. The Tax Collector is charged with the duty of collecting license fees, parking meter receipts, and delinquent revenue. Prior to July 1, 1958 he was also charged with the collection of the city purchase and use taxes. The State Board of Equalization now performs that function under the Local Sales and Use Tax Law. However, all such revenue collected by the state, and communications relative thereto, are directed to the Tax Collector's office. It is also his duty to check state audits and determine that the City is receiving its proper allocation.

All accounts receivable owing to the City for 90 days or more are turned over to the Tax Collector for collection. The Bureau of Delinquent Revenue collected over a million dollars in delinquent accounts for the fiscal year 1958-59. This Bureau has an attorney to enforce collection in the courts, if necessary; and nine inspectors who call on these debtors, and also gather information for the attorney, serve summons, etc. The inspectors work as tellers during the periods of heavy tax payments, temporarily deferring their work in the field. The field work of these inspectors is extremely important, since much of the money due is delinquent at the time the accounts are turned over to the Tax Collector. A large part of this delinquent revenue is collected from unpaid personal property taxes not secured by real estate, amounts due for patients' care in state institutions, and thousands of other claims from various City and County departments. Extraordinary collection efforts are often required in order to effect settlement.

In recent years the Tax Collector's office has encouraged mailing of tax bills. Upon signing a card, the taxpayer is assured that in the future all tax bills will be mailed direct to the address specified. A self-addressed envelope is enclosed. When the bill is received it usually receives the taxpayer's immediate attention. When the remittance is received by the Tax Collector it is processed quickly and a receipt promptly mailed back to the taxpayer. All checks received are now microfilmed, thereby maintaining a permanent, error-free record of payments. This eliminates the old "blotter" system of recording check payments, and effects a saving of thousands of dollars annually in expensive stationery costs and temporary help. It also improves public relations, because, under the old system, taxpayers were forced to stand in line for long periods of time in order to pay their taxes.

Studies are now being made regarding total I.B.M. processing of all tax payments.





Tax Collector (continued)

The Tax Collector, James W. Reinfeld, is retiring December 31st this year, after having served the City and County of San Francisco since 1923, when he began as a general clerk in the Recorder's Office. He later advanced through the Tax Collector's Office, to become Tax Collector in 1955.

Under the Charter, the post is filled by appointment from a civil service list of eligibles. A competitive examination was conducted under the civil service commission, and Louis J. Conti headed the list. Mr. Conti is the present director of the Bureau of Delinquent Revenue. He is 47 years of age, and a veteran of 25 years service to the City and County, starting in 1934 as a general clerk. On January 1, 1960, he will be appointed tax collector to succeed Mr. Reinfeld.

HAROLD W. STELLING, Chairman

JOHN J. ROWAN

GEORGE J. SCHOMER



## PUBLIC WELFARE

It is a well established fact that the State of California maintains for its citizens a most liberal and comprehensive welfare program. Not only do we provide welfare to our own citizens, however, but to a great many from other states who arrive in increasing numbers daily. It is this great outpouring of gold daily that causes the citizens of California such great concern for the future financial security of our state.

The Public Welfare Department of San Francisco was established in 1937. At the present time Mr. Ronald H. Born is the Director of this department. Mr. Born is one of the most capable welfare directors in the nation, and San Francisco is most fortunate to have a man of such caliber directing this important program. Following are the public assistance activities financed by federal, state and local funds, which come under his jurisdiction: Old Age Security, Aid to Needy Children, Aid to Needy Blind, and Aid to Totally Disabled. To assist in the administration of this department, a Public Welfare Commission, consisting of five members, was established. These members serve without compensation of any kind and they are responsible for the formulation of policy and the adoption of rules and regulations for the general supervision of the department.

The main office building is located at Bush and Stockton Streets, with a district office at 150 Otis Street. In addition, there is a men's rehabilitation facility on the Hassler Health Home property in San Mateo County. Due to the increased work of the public welfare program, additional office space was necessary to house the increased staff, and additional space has been taken on the 9th floor of the Otis Street building. It is most unsatisfactory to attempt to conduct a business such as the Public Welfare Department in widely separated locations. This Committee of the Grand Jury recommends that plans be formulated for an office building for this department. The present building is in a very desirable section of town for commercial uses. The very substantial return that could be realized from its sale could be used toward the erection of a building suitable for the needs of the department, and at a much more appropriate place. The present location is extremely difficult to reach, especially for the aged and sick. It is thought that land under or near the Freeway in the vicinity of the City Hall might be advantageously acquired. This suggestion has already been discussed with the City Planning Commission, and they indicated their support of such a plan.

At the present time there would appear to be a need for more social workers. Each social worker is now required to handle a great many more cases than he can competently investigate. If the Aid to Needy Children program is to continue, the only possible way of eliminating fraud is to have sufficient social workers and investigators to carefully check every applicant. The Grand Jury feels that the Old Age Security Assistance, Aid to the





## Public Welfare (continued)

Blind, and Aid to the Totally Disabled are being well administered. However, great concern is being expressed over the Aid to Needy Children program.

The figures for 1959 are not now available to show the amount expended for the year; however, reference is made in this report to the considerable increase in the ANC caseload during 1957-1958. In June 1958, 3,320 families, which included 8,947 children, received aid in their own homes, as compared with 2,740 families and 7,101 children in June 1957. This caseload has increased each year. The 1949 Legislature broadened the program as it then existed, so that in a ten-year period the funds expended for ANC have quadrupled. These figures have been obtained through interviews with Mr. Born and with meetings with the Public Welfare Commission, as well as case studies with District Attorney Thomas C. Lynch.

The Grand Jury is not in any way critical of people who are deserving of such public assistance; but a program that has become as liberal as has Aid to Needy Children must provide a means for proper administration, especially when the opportunity for fraud is so prevalent. During the past year the Grand Jury has been appalled at the number of criminal matters that were presented involving ANC payments. The difficulty of finding absent fathers with limited personnel or personnel borrowed from other departments makes it extremely hard to discover a fraud until large amounts of public money have been paid out to the families. After the father has finally been tracked down, he is usually found to be without funds, unemployed, and totally devoid of interest as to the welfare of his family.

The Grand Jury feels that the requirement that a person must be a resident of the State of California for one year before being eligible to receive welfare aid is a reasonable requirement. However, at the present time a situation exists in connection with the ANC program which leads to circumvention of this requirement. Regardless of the residence status of the parents in regard to the length of time they are residing in this state, even if it be for only one day, when a child is born in this state it is immediately eligible for participation in ANC; and in addition, the fact of its birth in California qualifies its family for other welfare aid to which they would not otherwise be entitled. It is felt that most serious consideration should be given by all authorities concerned to amending this portion of the welfare laws, looking toward obviating such circumvention of the established residence requirements.

This Committee also feels that there should be more adequate machinery for instituting civil and criminal actions than now exists in order to recover moneys paid to applicants on fraudulently prepared forms. The requirements in the State Unemployment Insurance laws are a great deal more stringent than in the welfare laws, and if a person has misrepresented the fact that he is employed when accepting benefits he can, upon discovery, be dropped from eligibility. There is no counterpart penalty in the Aid to Needy Children program.





## Public Welfare (continued)

Another factor in regard to ANC rolls which the Grand Jury has noted is the increasing number of cases in which illegitimacy appears. This Committee believes that the giving of aid as indiscriminately as is done at present, and in such liberal amounts, is actually encouraging the morally loose person. Also, it is felt that the liberality of the program could easily tend to break down family life in California, at least to some degree, by encouraging a straying father to remain away because his return would mean removal of the family from ANC rolls.

There has been a great deal of comment and publicity concerning individual cases. No reference will be made herein to specific cases involving fraud, but we do strongly urge that the State Legislature, and in particular the members of the Public Welfare Committee, consider more stringent laws for safeguarding the use of ANC funds. This Committee of the Grand Jury feels that the eligibility rules must be tightened to allow aid only to those who legitimately deserve it, and to that end help eliminate the fraud that underlies a great percentage of these payments.

Reference is made to the report of Dr. Kermit T. Wiltse, who conducted a survey to determine whether the families assisted by ANC were actually benefited by these payments, and whether the public interest was being properly served. The Wiltse report is a detailed study of the problem, and is an excellent treatment of the subject; however, as in all social recommendations, emphasis was placed on a greater need - rehabilitation of those who must apply for public aid. This is a subject which will not be touched upon in this Grand Jury report, because of the fact that such a rehabilitation program would mean the expenditure of additional funds, and at this time the present program has reached such staggering figures that consideration of a rehabilitation program would appear to be out of the question. The Grand Jury feels that attention should first be given to the supervision of carefully trained social workers so that a thorough and expeditious screening of applicants for public aid will be possible. In addition it should be impressed upon the legislators that procedures should be established in the law for the recovery of funds fraudulently obtained, with appropriate penalties where indicated.

The Grand Jury is aware that only through a feeling of self-respect and a desire to be a good citizen can an individual attain the stature of independence; and it is therefore essential that persons receiving aid be helped to become self-supporting as soon as possible. Persons who are on ANC rolls year after year should be thoroughly investigated with a view to rehabilitation. This would greatly encourage self-respect, assure the children of their usefulness to the community, and at the same time preserve the family life. Any long-term program such as this would entail many more social workers, investigators and other trained personnel. This need is pointed out at this time, but the solution is not readily apparent until something is first done about the tremendous expenditures which, if allowed to continue and grow as at present, could bankrupt California.

ATTILIO CHIAPPARI, Chairman

MRS. ESTHER HOLLST

CHARLES MORAGHAN



## SUPERIOR COURT

Increased litigation has created a condition in the Superior and Municipal Courts resulting in greater demands on the Courts and increased work loads for all court personnel. A great deal of credit is due to the presiding judge of the Superior Court, the Honorable Edward Molkenbuhr, who disclosed in discussions with the Grand Jury that court cases at issue now are being heard in about two months, and jury cases are only ten months away from trial when set. Judge Molkenbuhr has established a rule requiring counsel to hold itself in readiness for a department on the day set for the trial. If a department is not available at 11 o'clock, then counsel must return at 2:00 o'clock and be prepared to go to trial. While this may work a hardship in some cases on counsel and litigants, it does result in greater efficiency in the courts at a great saving of money. In the past, cases that were assigned were often settled that day and a department could be idle for part of the morning and all of the afternoon. The efficient and expeditious handling of the calendar has now enabled the court to dispose of a great deal more court and jury cases than was possible in the past. Automobile accident cases involving personal injuries still constitute the greatest percentage of litigation and plans are now being considered to handle these matters in a faster and less expensive method. The trial of certain litigation that is extremely important to the parties involved has in some cases been subjected to unreasonable delays because of a great number of accident cases which were filed with the sole purpose of trying to force a settlement; it seems unfair that all parties concerned, and especially the injured persons and their families, must wait to be compensated for injuries and suffer needless privation while waiting for the "settlement" cases to be heard. Under Judge Molkenbuhr's handling of the calendar this year these so-called "settlement cases" are no longer cluttering up the calendar because of the fact that the Judge inquires into the type of case that is being set and gives preference to those where hardships and injustices are involved. The present method of handling such cases in the courts is now being taken up by the State Judicial Council, who is considering plans for compensatory accident victims. Among the matters to be considered are:

Whether jury trials of such cases can be made more effective or whether they should be abolished;

Compensation payments, regardless of fault, to supplement, or as an alternative to, the present system of liability based on fault;

Compulsory insurance and establishment of an Unsatisfied Claims Fund.

There arises the question as to whether the rule that an injured party whose own negligence proximately contributed in any degree to his injury may not recover anything from a negligent







## Superior Court (continued)

defendant should be retained or whether a rule of comparative negligence, which would apportion the damages according to the degree of fault, should be adopted.

The Honorable Preston Devine has been in charge of the pre-trial calendar during the past year and through his excellent handling of this calendar he has cut down in great number the large backlog of cases. In an effort to speed up the trial calendar, Judge Devine calls 4:00 o'clock calendars when necessary. Cases which have been given a trial date and have not been tried within sixty days must have their counsel appear and explain why these cases have not been tried. This Committee of the Grand Jury was greatly impressed with the work of this department and is cognizant of the many hours spent by Judge Devine and his staff in the handling of pre-trial cases.

During the past year, Chief Justice Phil S. Gibson, Chairman of the State Judicial Council, has assigned Municipal Judges Edward F. O'Day and Byron Arnold to sit pro tempore in the Superior Court to assist in disposing of the work of that court.

In an interview with the Honorable John B. Molinari, he cited the need for assistance to the alcoholics, who at the present time are being booked and rebooked on the same charges. The alcoholic, the narcotic addict, and certain criminals, need hospitalization and psychiatric care, but at present, jail is the best care available. A suggestion was made by Judge Molinari that the County Jail at San Bruno would be an ideal location for an additional building to house these people and supply them with hospital and psychiatric care together with a rehabilitation program. Alcoholism tops the list of all offenses in the past year. The Grand Jury feels that in a city such as San Francisco, where the suicide rate is three times that of the entire State, and where chronic alcoholics per 100,000 of population is three times that for the rest of the State, and where more patients are in hospitals for mental illness than for any other illness, some effort be made to provide the additional care and rehabilitation that this program deserves.

The work of the conciliation court is extremely important. The Honorable Walter Carpeneti presides over this Court. The job of this Court is to help reconcile couples before divorce. However, if the divorce has occurred, the Court aids in getting the parties adjusted to their new relationship, especially when children are involved. In the year ending June 30, 1959, three out of ten marriages ended in divorce in San Francisco. The Court has helped cut down on these divorces and in about 20% of the cases the Court has actually prevented a divorce. When a case reaches the Domestic Relations Commissioner, it is because a couple has found that they cannot continue living together and an investigation then ensues relative to the charges. A report is made on the causes of dissatisfaction. The Commissioner in charge of this important department is Mrs. Mary K. Maloney, who has for many years performed her job in an outstanding manner. She is well liked by the members of the Court, the attorneys and the



## Superior Court (continued)

litigants as well, who respect her judgment and her many years of experience in the investigation of broken homes. The majority of the cases are referred by the Domestic Relations Court. Ordinarily, referrals arise out of matters pending before the Court on an Order to Show Cause for temporary support or for custody, and infrequently, they arise out of a Petition for Conciliation.

Where matters are referred on an Order to Show Cause, etc., both parties' attorneys sign a stipulation, and both parties submit certain information, which is placed on a Fact Sheet Form. This information is taken by the secretary.

The Commissioner assigns the cases to the investigators and an appointment is made with both parties to interview them, separately.

A report is then submitted to the Judge, indicating whether or not a further hearing should be held for the reconciliation case. The Judge assigns it to one of the Judges designated to sit on the Conciliation Court, which may consist of one or more Judges. As a matter of expediency, it is sought to have a Judge of the same particular religious faith as the parties concerned, sit as the Conciliation Judge, although this is not required.

At the Conciliation hearing, both parties appear unaccompanied by their attorneys, and have an informal conference with the Judge. The Judge has before him the investigation report of the Commissioner who has made recommendations and suggestions, either for medical, psychiatric or counseling service, and the Judge attempts to get the parties to follow the suggestions.

If the Judge sitting as a Conciliation Judge finds that there is no prospect of a conciliation, he may make such an order, and the case then proceeds in the usual fashion.

If he feels that there is a possibility of conciliation, he refers it to some particular agency or service, and makes such an order, and prohibits the case from going to trial as a divorce case.

This department also investigates guardianships and any other domestic relations matters which may be referred by the Superior Court Judges. It is interesting to know that the most common reasons for divorce are: financial problems first, followed by excessive drinking, emotional problems, in-law conflicts and medical disturbances. During the last year investigations conducted by this office involved the welfare of 783 children. This department is a very busy branch of the Superior Court and is constantly receiving referrals by other agencies. Mrs. Maloney uses psychiatrists, psychologists and doctors in evaluating her reports, and in the past year a great advance has been made in keeping families together. Much of the credit for this goes to the conciliatory court, Mrs. Maloney and her investigators, who so competently perform their jobs.





## Superior Court (continued)

Because of the great detail in the departments outlined above, it is recommended that additional Superior Court departments be made available in the immediate future, as there are not sufficient departments to handle the increased volume of work. In 1959 the Grand Jury noted the need for a new Court House. This recommendation has been made by prior Grand Juries and attempts have been made in the past to make this recommendation a reality. As matters now stand, the City of San Francisco is using a City Hall for a Court House. It is to be borne in mind that the City Hall was built for a population of 300,000 and it is now serving a population of over 750,000 San Franciscans. The facilities used by the Courts are totally inadequate and lack proper lighting and do not have proper acoustics for a court room. There are but three jury rooms for fifteen trial departments and no facilities for conference rooms, for the district attorney's office, or other counsel, and the Grand Jury is using the facilities provided for the Presiding Judge. The fact that there are inadequate jury rooms, causes the juries to meet in the hallways and intermingle with the public during the trial of an action, and such comingling in the past has lead to mistrials. The California Constitution provides that any bond issue requiring the expenditure of public funds must pass by a 2/3 vote. It has been impossible in the past to secure the necessary 2/3 vote. It is the suggestion and recommendation of the Grand Jury that this rule be amended to require a majority only in order for a bond issue to pass. California is one of the few states which adhere to the two-thirds rule. New York has adopted a majority rule and Massachusetts, Pennsylvania, Illinois and Michigan likewise require a lesser vote than the present two-thirds vote in California. It is the recommendation of the Grand Jury that steps be taken to abolish the stringent two-thirds vote and substitute the majority rule for bond issues. If this were done, it would undoubtedly result in the creation of the much needed Court House. The Honorable Timothy I. Fitzpatrick has for many years given of his time and effort to secure passage of the bond issue that would make possible these plans.

During the past year the Grand Jury has noted with increasing concern the too short prison terms that are given to second and third offenders. In the past year many criminals have appeared before the Grand Jury, not once but several times. In two cases the offenders were out on bail, awaiting trial, committing further offenses to raise money for their trial. It would seem that the sentences should be consistent with the offense and we urgently suggest that stiffer sentences be meted out in the future to second and third violaters. In this connection, it is to be noted that Judge Twain Michelsen commented that the impetus for a great deal of our serious crimes stems from narcotic users. He has asked repeatedly for legislation to keep the peddler out of circulation and endorsing longer prison terms for anyone found guilty of selling narcotics to minors. The Superior Court loses a very fine judge now that this eminent jurist has presented his resignation effective January 1, 1960.



1. The first part of the document is a list of names and titles, including "The Hon. Mr. Justice" and "The Hon. Mr. Justice".

## Superior Court (continued)

There are many unseen hands that quicken the pulse of the court work and also the trials themselves. Among the very competent workers in this category is Martha Lindgren, whose telephone manners have propelled many a stalling litigant into trial the next day. The cost of maintaining a court room and having judges available as well as reporters, clerks, bailiffs and other personnel make it mandatory to always have cases ready for trial. Joseph M. Cummins has for many years seen to it that juries are available. This office, under his administration, is one of the most efficient in the City Hall and the personnel under his supervision has been of great assistance to the judges, as well as to the Grand Jury. In this connection, special mention is made in this report of the tireless efforts of the Grand Jury advisor, Mr. David Supple, whose many years of experience in this capacity guided successive Grand Juries with his wisdom and tactful handling of whatever situation may arise in the affairs of the Grand Jury.

## MUNICIPAL COURT

The operation of the Municipal Courts is one of big business. It is interesting to note the attached statement supplied to the Grand Jury by Ivan Slavich, the Clerk of the Municipal Court. This office is self-supporting and in addition, contributes over two million dollars a year to the general fund. The success of the office belongs to Ivan Slavich and his clerks who tirelessly and relentlessly work late hours in all of the departments to attain this high degree of efficiency. Mr. Slavich maintains offices not only in the City Hall and in the Traffic Departments, but also keeps an office in the Hall of Justice on the criminal matters which arise.

An interview was secured with the Presiding Judge, the Honorable William A. O'Brien. Judge O'Brien explained the operation of the Municipal Court and stressed the need for additional office space. It would appear that conditions are extremely overcrowded. Now that a criminal department has been moved from the Hall of Justice to the City Hall, there is of necessity the difficulty of transporting prisoners to the City Hall, with no adequate facilities to hold them during the course of trial. Discussions with the prisoners are usually held in the corridors. While the new Hall of Justice will help to solve this problem when completed, there is still an interim of approximately two years during which this condition will exist. This Committee of the Grand Jury respectfully suggests that provision be made now for conference rooms for attorneys and for members of the District Attorney's staff.

The Grand Jury noted the complete lack of modern equipment in the City Hall, including typewriters, filing cabinets, desks, etc. In fact, there is a complete lack of telephone intercommunication between offices. Whenever the presiding judge wishes to call his clerk or secretary, he either must get up and



Municipal Court (continued)

go and get them, or vocally call them. It would seem a simple matter to provide telephone intercommunication between the offices for such important work as is being therein conducted.

\* \* \* \* \*

In conclusion, we wish to summarize the recommendations of the 1959 Grand Jury, as follows:

1. Provide additional departments for the Superior Court.
2. Consideration to be given to the imposition of more stringent sentences for second and third offenders.
3. Consideration to be given to the rehabilitation program for the mentally ill, alcoholic and narcotic addict, in addition to that already supplied by the County Jail.
4. The endorsement of legislation providing for stricter laws for narcotic violation.
5. Provide San Francisco with a Court House.

MRS. ESTHER HOLLST, Chairman

ATTILIO CHIAPPARI

JOSEPH H. REISS





Municipal Court (continued)

OPERATIONS OF THE MUNICIPAL COURT - OTHER THAN TRAFFIC -9 Mos.,1959

Actions Filed:

Preliminary Hearings (Felonies)	1,513
Misdemeanors	24,277
Small Claims Actions	7,000
Civil Actions	12,841

Dispositions:

Preliminary Hearings (Felonies)	1,386
Misdemeanors	23,821
Small Claims Actions	3,484
Civil Actions	9,075

Other Hearings:

Law & Motion matters	814
Supplementary Proceedings	908

Financial Transactions:

Revenues:

Fees in Civil and Small Claims actions	\$ 188,518.62
Fines & Forfeitures in Misdemeanor actions	191,995.81
Collected as State's Share, Fines & Forfeitures	100,646.25
Trust Accounts, Civil and Bail (Cash & Treasury Bonds)	1,460,264.49
Surety Bonds (Bail)	1,366,905.00



## CIVIL SERVICE COMMISSION

Under the Civil Service Laws there are certain positions that are expressly excepted from the jurisdiction of this agency, so that examinations for such positions are not required. There are certain positions for which competitive examinations are not deemed essential and in most instances it is clear that these positions are better filled by non-civil service employees when they are of a professional or confidential nature. It has been made clear to this committee that it is sometimes hard to find the right professional person for a certain position. Because of the confidential nature of political offices it is certainly far better to have confidential employees exempt from civil service in order that they may be hired and fired at will. As matters now stand, we have found that in all offices they have requested that non-civil service employees be allowed to continue because they are the most valuable workers. It was pointed out to this committee that such employees whose jobs are by appointment only are not lethargic, and perhaps the underlying factor may be the very fact that they can be fired for cause at any time. However, the Grand Jury feels that if elaborate rules have been established for civil service, and that the people of San Francisco feel that a civil service employee is a better employee because of the competitive factor involved, then we should strive to make civil service something to be desired and offer a challenge for advancement rather than to become the unwieldy monster that Mr. George Grubb, City Personnel Manager, has inherited. Mr. Grubb, it might be stated in passing, is doing a very fine job as administrator of the Civil Service Commission and the remarks that will be made in this report are not a reflection on Mr. Grubb and his staff in any way. The Grand Jury has met with Mr. Grubb and his staff and the Commission and we feel that they are quite aware of the problems in Civil Service and are attempting to correct them. The Grand Jury requested that they be supplied with information on the number of employees in Civil Service and the number of employees on the patronage list and found the following 776 positions to be exempt from the Civil Service provisions of the Charter. This is exclusive of 4264 school teachers.



# Civil Service (continued)

## POSITIONS EXEMPT FROM CIVIL SERVICE EXAMINATION BY CHARTER PROVISION

<u>Sec.</u>	<u>Dept. and Position</u>	<u>Salary</u>	<u>Sec.</u>	<u>Dept. and Position</u>	<u>Salary</u>
25	<u>Mayor</u>		36	<u>Fire Commission</u>	
	1 executive secretary	\$ 1200		Chief of Department	\$ 1467
	1 confidential secretary	865		Secy. of the Comm.	725- 870
	1 stenographer	550		Department Physician	880- 980
26	<u>City Attorney</u>			Dep. Chief of Dept.	1234
	All assistant attys.	660-1600		Secy. to " " "	972
28	<u>Assessor</u>		41	<u>Recreation-Park</u>	
	1 chief asst.(or dep.)	1050-1250		General Manager	1300-1450
	1 confidential secy.	725		Supt. of Recreation	1075
29	<u>District Attorney</u>			Supt. of Parks	1075
	All assistant attys.	660-1450		Director of the Zoo	780- 940
	Investigators	500- 665		Exec. Secy. to Gen.Mgr.	840
	1 confidential secy.	500- 600	43	<u>Library</u>	
31	<u>Treasurer</u>			Head Librarian	985-1185
	1 chief assistant	730- 875		Secy. of Commission	805- 845
32	<u>Sheriff</u>		44	<u>War Memorial</u>	
	1 attorney	900- 985		Secy.Bd. of Trustees	610- 725
	1 under-sheriff	850-1000		Managing Director	900-1100
	1 confidential secy.	725	50	<u>Calif. Palace, Leg. Honor</u>	
33	<u>Public Defender</u>			Director	1000-1200
	All assistant attys.	785- 985		Curators	440- 800
35	<u>Police Commission</u>			Secy., Bd. of Trustees	610- 725
	Chief of Police	1467	51	<u>deYoung Museum</u>	
	Police Surgeon	545		Director	1150-1350
	Inspectors	634		Curators	515- 690
	Inspector of School			Secy., Bd. of Trustees	690- 725
	Traffic Patrols	634	52	<u>Steinhart Aquarium</u>	
	Deputy Chief of Police	1234		Director	1167
	1 department secretary	1001		Secy., Bd. of Trustees	575- 667
	Director, Bur. Spl. Serv.	682		Curators	575- 667
	Director of Traffic	1234		Other scientific and	
	Chief of Inspectors	1234		prof. personnel	1.542-800
	Dir., Bur. Crim. Ident.	851	55	<u>Municipal Court</u>	
	1 Caption of Inspectors	914		Clerk of the Court	1100-1320
	Captain of Traffic	914	56	<u>Superior Court</u>	
	Dir., Bur. Personnel	867		Secy.-Jury Commissioner	1320
	Supervising Captain of			All his assistants and	
	Districts	1001		employees	360-1000
	1 member as secretary to		57	<u>Law Library</u>	
	the police commission	619		All assistants and	
	1 member as prop. clerk	851		employees	540-1050
			58	<u>Probation Boards</u>	
				Ch. Adult Prob. Officer	900-1100
				Prob. Off., Juvenile Ct.	1100-1175





Civil Service (continued)

<u>Sec.</u>	<u>Dept. and Position</u>	<u>Salary</u>	<u>Sec.</u>	<u>Dept. and Position</u>	<u>Salary</u>
59	<u>Chief Admin. Officer</u>	2000-2100	142	<u>Various Departments</u>	
61	<u>Dir. Finance &amp; Rec.</u>	1200-1325		Inmate help, or ) less than	
61	<u>Public Administrator</u>			student nurses ) \$125 mo.	
	All attorneys	660- 985		Library page	
61	<u>Purch. of Supplies</u>	1225-1425		Recreation Director	
	<u>Director, Pub. Works</u>	1500-1800		Physicians (var.dept.)	
	<u>Dir. Public Health</u>	1400-1700		Attorneys " "	
61.1	<u>Public Welfare</u>			Building Inspector	675
	Director	1200-1400		Chief of Party	645
	Secy. of Commission	525- 625		Engineer	925
63	<u>Controller</u>	1750-2050		Eng.Asst. Class I	700
106	<u>City Engineer</u>	1200-1400		" " " II	810
116	<u>City Planning</u>			" Construction	1120
	Director of Planning	1375-1475		" Asst. "	1220
	Secy. of the Comm.	630- 750		" Junior	600
124	<u>Public Utilities</u>			General Clerk-Typist	390
	Manager of Utilities	1925-2050		General Storekeeper	480
	Secy. of Commission	650- 775		Housekeeper	325
	Heads of depts. and			Inspector	600
	bureaus	900-1700		Instrument Man	570
135	<u>Board of Education</u>			Senior Inspector	700
	Secretary	545- 650		Surveyor's Field Asst.	515
136	<u>Board of Education</u>			Construction Engineer	1120
	Supt. of Schools	10,000		Genl.Clk.-Stenographer	395
140	<u>Civil Service</u>			Senior Draftsman	615
	Genl.Mgr., Personnel	1350-1530		Senior Engineer	1070
				Architect	985
				Accountant I	510
				Accountant II	590
				Accountant III	680
				Draftsman	560
				" Junior	450
				" Senior	615
				Janitor	365
				Special Agent	390
				Tinekeeper	390
				Watchman	365
			159	<u>Retirement System</u>	
				Actuary	
				Secy. to the Bd.	1050-1250



## Civil Service Commission (continued)

A close inspection will reveal the great bulk of non-civil service employees is under the category of charter section 142. It does not seem to this Committee that general clerk typists, general clerk stenographers, housekeepers, etc. should be exempted, except in an emergency, from the complicated machinery of civil service. The positions that come within the confidential relationship contain a basis for exemption from competitive examinations, but it does appear that there are too many patronage positions that have been allowed to arise and continue. Many of these patronage jobs are held by people in the City Hall whose names appear on many lists, and if for any reason the political situation changes and they are no longer required in the position that they are occupying, they merely look to one of the other lists and qualify for another position. This Committee of the Grand Jury feels that a further investigation should be made to determine the advisability of having such a large number of patronage jobs on the City employment rolls.

In a discussion with Mr. Grubb he expressed the opinion that the work of the Civil Service Personnel Agency and the personnel policies are not as effective as they should and could be. This is probably due to the fault of the selection techniques in the examination process, and to a great extent this responsibility rests on the department head's foremen and other supervisors. In other words, there is room in San Francisco for a definite improvement in management. The type of examination that is given is aimed at acquiring the best available help in the market. But if the management does not properly supervise the employees given to them, the result is a poorly managed department. Perhaps the result of poor management is accountable for the fact that the City and County of San Francisco has far more employees than are needed. This was particularly apparent in the report made by the Grand Jury on the conditions of the San Francisco Hospital, where over-staffing exists in a shocking degree.

The City has expended some \$50,000.00 to conduct a reclassification survey. This survey is nearing completion and is based upon a continuous auditing of salaries paid for work done in other cities of comparable size. It is through this audit that inequities in salary classification become apparent. There seems to be no difficulty in classifying the purely routine type of work, as the trade unions have established salaries to the point where the city is obliged to pay the same union scale wages to city employees that are paid in other industries. However, the great problem arises in the professional fields, where the amount of salary that is being paid to skilled workers is so low in comparison to that being paid in private industry that it becomes a difficult matter to attract and hold qualified personnel. This is particularly true in the engineering field and in the case of librarians. An examination of the proposed classification list seems to contain too many classifications. This is in direct contrast to the views of the Civil





## Civil Service Commission (continued)

Service Commission who feel that there are too few classes in the classification system. For instance, there are many types of stenographers listed; those with little training, to those who have developed skill and experience. It would seem that if the proper examination is given, a stenographer with the proper training, skill and experience to meet civil service standards should be found to fill that position. To continue to develop classifications of this nature we are going to find a situation where the great bulk of smaller paid civil service employees receive very little pay for average efficiency and an average clerical job. It would appear to this Committee that more careful regard should be made to recruiting and examining for higher qualities in an employee rather than degrading to whatever skill is available. Just because there is a great number of general stenographers or general payroll clerks or whatever the classification, is no reason why regard should not be made to their salary needs. It would appear there is a sharp increase between the lower class of employee and the jobs requiring professional or higher qualifications. For 16,653 positions in the classified services there are well over 856 different classifications, with about 280 new positions created each year. The detailed classification study that is now being conducted is a very good thing for San Francisco but it should not become so detailed and involved that it breaks down into minute classifications for standard clerical positions.

The written examinations given at the present time are archaic, not well planned and certainly not original. Substantially the same old questions are given over and over, to the great relief of coaching schools and others, who are allowed to freely copy all questions and answers. For this reason there is no way of safeguarding examination material. This Committee feels that in order to recruit the best available employee, an updated examination should be adopted and access to this material should be carefully guarded and not made available to the public. A great sum of money is paid for preparation of examination questions, and this money is wasted under the present conditions.

Oral examinations are the burying grounds for a large number of applicants who pass high on the written examinations only to be dropped by personal evaluation in an oral examination. If such high evaluation is based on an oral interview, then would it not be fairer to have the oral interview first to determine if the applicant has the necessary personality traits to go with the job; if he has not, then he would be saved the expense of coaching for his job, as well as his time and trouble in taking the examination. Mr. Grubb has explained that the oral Board is composed of experts in the field and the cost factor of securing such experts is to be considered. If oral interviews are necessary for only top flight personnel, it would not appear to this Committee that this argument is sound reasoning, if it is for economy measures only.

Greater dissemination of information relative to the examination should be provided. At present the City Hall employees



## Civil Service Commission (continued)

are about the only group who keep informed of such job openings. Allocation of funds to allow greater publicity should be considered. If it cost the city \$30,000 a year to have applicants take examinations, then it would seem wise to inform as many persons as possible about the examinations. It is therefore the recommendation of this Committee that a sum for publicity purposes be allocated to give wider notification of examinations.

One of the most noticeable faults of the Civil Service Commission is that lists are allowed to expire and jobs are filled through temporary tenure. This tenure does not end in six months, but is allowed to continue for a long period of time before the vacancy is filled by permanent employees. During such an interim the Sheriff's Office, for example, had seven vacant jobs previously occupied by persons with 8 to 14 years of experience. All jobs were filled by temporary help, not qualified to pick up the work loads, and unfamiliar with the work of that department. All this leads to interruption in the successful operation of the Department, and the public does not receive the service to which it is entitled. The Committee feels that steps must be taken to see that when lists expire a new list of eligibles is ready for adoption immediately and that Civil Service "red tape" be cut in order that no implication be allowed to arise that failure to have such new list available is "planned delay" to create emergency jobs. As a matter of fact, when examinations are given, about 52% of those taking the examination do so only for the experience involved. There is such a long time lag between examinations and time of appointment, that a good employee desiring the job, through economic necessity, is forced to find employment elsewhere. What is left on the list is not always the best help, but it is all that is available.

Another point that must be mentioned is that the charter when written, probably was sufficient to fulfill the needs of the community; but it is totally inadequate today. A committee is presently working on the charter and it is hoped this Committee will bring it up to present day requirements. In the past the charter has become so elastic, that if something is needed then the charter can't be amended, but if something is wanted, it becomes a simple matter to amend it. This is not good business nor good government.

A final point that the Grand Jury wishes to make is that if an employee does not know his job within the six months probationary period, he certainly won't qualify three years later when his so-called normal efficiency is reached. Management should be alert in appraising the efficiency of employees within the six months period, and if they do not qualify, there should be an automatic dismissal. In the past, management has allowed inefficient workers to continue on the city's rolls and it is time that management act like management and eliminate any time-wasters or trouble makers, as would certainly be done in private business. There should be no attempt made to keep an employee longer than six months if he does not show promise. We agree with Mr. Grubb in his statement that there is a real need to establish fair





## Civil Service Commission (continued)

standards of work. There should be set up a better method than now exists for discharging unsatisfactory employees, and to educate the administrative and supervisory personnel. The civil service worker needs to be assured that management will weed out the unsatisfactory in order that the efficient and conscientious worker will have a chance for advancement. Assurance must be given the civil service worker that public service is a rewarding and compensatory challenge, and that such jobs are not lethargic, dull, uninteresting cogs in the machinery of our city government.

Supervisors and other personnel in charge of employees can do much to inspire and encourage those under them in their attitudes towards their jobs, and should do all they can to foster creative ideas that are all too lacking in public service. A system based on merit raises and public commendation for good service is the surest way to a corps of efficient and dedicated employees, which in turn results in good government.

It is suggested that the use of modern business machines to handle the work load of this important department be installed. It is believed that the use of automatic tabulating machines would be economically sound and would enable this vital personnel recruitment department to operate at greater efficiency.

Appreciation is due Mr. George J. Grubb, Mr. Norman Ecklund, Mr. Harry Albert, and the members of the Civil Service Commission for extending to this Committee every courtesy in discussing with us so thoroughly and candidly the many problems confronting this department.

This report is in no way meant to be critical of the city administration's department heads, but has attempted to call attention to some glaring defects that are a part of our civil service operations.

ATTILIO CHIAPPARI, Chairman

MRS. ESTHER HOLLIST

CHARLES MORAGHAN











